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ABSTRACT

Information and data were obtained from personal interviews with 93 local officials and 344 community leaders in 8 rural areas of Virginia in 1977 to assess the capacity building needs of rural areas brought on both by internal demands of local citizens for improvements in community assistance and services, and demands placed on local communities by higher levels of government. The study identified community needs, capacity building needs, capacity building gaps, and suggested mechanisms that could be used to minimize or alleviate the capacity building gaps. It was found that most capacity building gaps could be reduced without large additional expenditures of taxpayers' money or creating additional bureaucratic units in government. It was recommended that local governments make maximum effort to close fiscal capacity gaps through local tax efforts and cost-effective management, establish and periodically review job descriptions of all staff personnel and provide for clearcut lines of authority and responsibility, and take steps to involve more citizens in the planning process. Further, state and federal laws originally enacted to provide more open and responsive govenment should be reviewed to determine whether they tend to reduce citizen participation in local government. Other recommendations, copies of questionnaires, and references are included. (BRR)

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CAPACITY BUILDING NEEDS OF RURAL AREAS IN VIRGINIA

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Executive Summary and Recommendations

The fact that rural local governments must perform significant roles in developing and carrying out programs and services that affect the local community is widely accepted by citizens and officials. This role is becoming increasingly difficult when demands on local government for programs and services are evaluated in light of institutional capabilities and resource supplies.

This study of capacity building needs of rural areas addresses both the internal demand of local citizens for improvements in community assistance and services and the demand by higher levels of government which are being placed on local communities. Rural communities are increasingly required to implement programs mandated by state and federal governments with inadequate resources and information to carry out their responsibilities effectively. Too often, when assistance by state and federal agencies is available, it is provided in an uncoordinated manner that may be more confusing than helpful.

This study addresses available institutional and resource capabilities to meet community needs. Types of assistance available to local communities will affect their long-run autonomy and viability.

The study accomplished four major objectives:

- It identified community needs. These are areas that require attention in order to improve the quality of life.
- It identified capacity building needs. Capacity building is the adequacy and effectiveness of local institutional capabilities and resources to supply programs and services in order to meet the community needs.
- It identified capacity building gaps. A gap occurs in a specific program or service area when the local capacity building needs exceed institutional and resource capabilities.
- It suggests mechanisms that could be used to minimize or alleviate the capacity building gaps.

Information and data used in this study were obtained from personal interviews conducted with 93 local officials and 344 community leaders in eight rural areas of Virginia in 1977. Local officials included all elected and appointed persons in policymaking and management roles. Traditional sampling procedures were used in selecting community leaders.

The conceptual model used in this study is shown in Figure 1, page 3, and represents syntheses of the theories and research procedures used. The model includes community structure, information from elected and appointed officials, and information from community leaders. Likewise, it includes consideration of community satisfaction—evaluation of community services by community leaders—as well as the needs of the community as perceived and defined by local officials and community leaders. The model additionally includes an institutional and resource capability network which represents both local and extra-community inputs to the community. Finally, the concept of prime interest, capacity building gaps, is shown as related to institutional and resource capabilities and needs.

Community structure includes governmental status, i.e., whether the community is a town or a county; and demographic type which includes areas growing and areas with stable or declining populations. Community structure was found to be related to both institutional and resource capabilities

and needs. Specifically, officials in stable and declining communities perceived more local governmental needs than did officials in growth areas. Also, county officials were more satisfied with assistance being received from state government and the federal government than were town officials.

Community leaders in towns, relative to counties, were more satisfied with protection, educational, and general community services; planning activities; and access to health care. Community leaders in counties, on the other hand, were more satisfied with the existing level of community development.

Characteristics of local officials, both elected and appointed, included the number of years in position, race, sex, age, educational attainment, family income and number of years in the community. It was found that officials' perceptions of institutional and resource capabilities varied according to some of the characteristics of the officials.

Similar sociodemographic data were also obtained for community leaders and their perceptions of community needs varied according to many of their characteristics. Specific relationships of the perceptions of officials and leaders are shown in Table 5, page 16, and Table 7, page 19, respectively.

Overall, community structure, characteristics of local officials and characteristics of community leaders were found to be important factors in identifying the needs and services of rural communities and relationships of such needs and services to institutional and resource capabilities. Local officials tended to have rather consistent perceptions toward community needs and the operation of local governments while considerable differences were found to exist in citizen perceptions of community needs and services. Of all factors considered in this study, the place of residence of officials and community leaders, i.e., town or county, was found to be the strongest and most consistent factor when attitudinal differences were observed.

Major community needs were found to exist in:

- Engineering and public works. Needs within this category are improvements and/or expansions in sewerage, water and solid waste disposal systems, roads, streets, sidewalks, curbs and gutters, and street lights.
- Industrial development. Needs were expressed for a more extensive base to increase employment opportunities, broaden the tax base, and provide more stimulus to local business development.
- Recreation. Demand in this area included tennis, swimming, golf, commercial recreation, recreational centers and the establishment of local parks.
- Education. Concerns related mostly to improvements in the quality of education and the ability of rural areas to attract and retain qualified teachers.
- Health and Welfare. Concerns related primarily to the availability of doctors and medical facilities and the general administration of welfare programs.
- Housing. A major concern was the lack of an adequate housing mix to meet the needs of all people in the community.
- Planning. Changes in land use, increasing concern for the environment and apprehension about the general quality of life have created a new emphasis on planning at the local community level.

The top three community needs were engineering and public works, industrial development and recreation. These three needs were agreed upon by leaders and officials.

The five major capacity building needs identified in this study were: 1) fiscal; 2) staffing; 3) planning; 4) citizen participation; and 5) inter-governmental coordination.

The following summarizes the major causes of each capacity building need and the resulting capacity building gaps:

Need:	Cause:	Gap:
• **Fiscal**	• **New and expanded services**	• **Lack of adequate local tax revenues**
	Higher citizen expectation	**Uncertainty of state and federal funds**
	Mandates	**Red tape in obtaining state and federal funds**
	Regressive nature of local revenues	**Number of inconsistent and unrealistic mandates**
		Ineffective local planning and planning support

Need:	Cause:	Gap:
	• Residential growth and development	• Ineffective local planning Lack of funds to provide services Revenues lag behind increases in service costs
	• State and federal laws and regulations	• Lack of adequate budgeting for personnel costs
	• Inflation	• Inability to absorb increased costs Ineffective long-run cost and benefit projections
• Staffing	• General personnel problems	• Lack of adequate funds Insufficient qualified staff Unattractive work environment Relatively low salaries Lack of adequate supervision
	• Training	• Few training opportunities for persons in administration and public works relative to other staff positions Time and distance factors General apathy toward written publications
	• Technical assistance	• Inadequate technical assistance Inadequate program evaluation expertise Lack of timely information and data Lack of coordinated technical assistance for mandated programs
• Planning	• Citizen demands for new and expanded services Mandated programs Inflation Regressive nature of local revenues	• Lack of adequate local tax revenue Uncertainty of state and federal funds Number of inconsistent and unrealistic mandates Ineffective local planning and planning support

Need:	Cause:	Gap:
	• Land-use pressures	• Land-use plans are not effectively used in decision making processes Lack of citizen understanding and support
	• Insufficient data and information	• Lack of timely and accurate data Lack of evaluative capabilities
• Citizen Participation	• Time commitments Public Liability Conflict of interest Harrassment Freedom of Information Act	• Inadequate participation of qualified persons in management, decision making and policy areas
	• Lack of knowledge about local government Inadequate communication between officials and citizens Poor scheduling of policy meetings	• Loss of citizen input Ineffective planning process Loss of citizen support of community efforts
• Intergovernmental Coordination	• Mandates Program changes Lack of technical knowledge Lack of funds Different requirements by agencies conducting similar programs	• Parochialism Lack of information and communication

If small rural governments are to be viable and deliver effective programs and services to their citizens, improvements must occur in the above five areas of capacity building needs. Continuing gaps in these areas may cause rural areas to lose viability, become less responsive to local citizen needs, and impede the future implementation of policies and programs at the federal and state levels.

One important finding in this study is that most capacity building gaps can be reduced without large additional expenditures of taxpayers' money or creating additional bureaucratic units in government. The study clearly demonstrates that rural communities must be willing to sacrifice a certain amount of autonomy for gains in viability. Based on this study, opposite trade-offs do not appear feasible. In a federal system of government, governmental units that comprise the system are highly dependent on one another. Failures to perform at local levels of government require direct actions at a higher governmental level if citizen expectations are to be met.

This study pointed out capacity building gaps of concern to rural local governments. Many of the gaps are caused by factors external to the community over which rural local governments have little or no control. Thus, the viability of rural local governments is increasingly dependent on the external resource and institutional capability network. Strengthening the network to provide appropriate, timely and adequate

assistance and assuring a meaningful role for rural local governments is a challenge currently facing state and federal governments. Federal and state governments cannot back away from this challenge.

Easier commuter access to rural areas along with the tendency of industry and government to establish more of their facilities in such areas are among factors causing social, demographic and economic change in rural America. Citizens in rural areas are increasingly demanding services similar to those available in urban areas. Yet, many rural citizens and officials want to retain a rural atmosphere in which high priority is given to environmental quality and to the preservation of productive agricultural land and open spaces.

Legislation aimed at strengthening the role of local governments has been enacted at the state and federal level and numerous programs are being conducted with an objective of strengthening the linkages between federal, state and local governments.

In this summary, discussion will center on types of actions that, in the view of the authors, should be considered by rural local governments, state governments and the federal government, to cope with major capacity building gaps identified in the study. The recommendations are more concerned with approaches to strengthen the institutional and resource capability network than in specific actions to be taken in individual program areas.

Gaps Associated With Fiscal Needs

Findings—Lack of adequate finances was a major capacity gap uncovered in all communities. While this tends to be a universal concern of local governments, small rural local governments are faced with diseconomics of scale which are related to size and density of population and lack of an extensive tax base. They must expend a larger share of their revenues than larger jurisdictions to cover basic overhead costs.

Local governments are highly dependent on state government actions in the fiscal area. This is because the state sets limits on local taxing authorities and can require local governments to take actions to conform to state program requirements with or without assurances of additional state funding assistance. Also, the state owns land and facilities which are not subject to local taxation.

Conclusion—Rural local governments must be able to obtain sufficient revenues to perform basic functions of local government plus the additional responsibilities placed on them by state and federal mandates.

Recommendations—It is recommended that:

- Local governments make a maximum effort to close fiscal capacity gaps through local tax efforts and cost-effective management; and that programs of financial assistance be designed to reward, not penalize, localities that make maximum efforts in this regard.
- Existing mechanisms within state government be utilized to provide constant monitoring of the impacts that state and federal actions have on fiscal capabilities of rural local government. Information obtained from such monitoring should be made available on a regular basis to the General Assembly and to the Office of the Governor.
- Determinations be made at the state level as to whether specific mandates can be realistically applied to rural areas without guaranteed additional state and/or federal support.
- The Attorney General's Office monitor regulations prepared by state agencies to assure that they are in conformance with the intent of the law and still provide localities the widest possible flexibility in achieving objectives in a cost-effective manner.
- Impact statements on proposed state legislation affecting local governments be prepared and accompany such bills through the General Assembly.
- State and federal agencies coordinate their activities so that local government officials can basically work with one agency in a given program area.
- Local and state officials begin immediately to investigate and evaluate other sources of local revenues that are less regressive than property taxes.
- Additional state funds be made available to nonmetropolitan planning district commissions in which current sources of funds and resources are inadequate to provide the technical and administrative support needed by rural jurisdictions within the district.

Gaps Associated With Staffing Needs

Findings—Rural local governments are being called upon to handle assignments that require an increasingly higher degree of professionalism. Relatively low salaries, limited advancement opportunities and a work environment considered unattractive by some professionals, are gaps that

make it difficult to recruit and retain competent personnel.

More outside technical assistance than is currently available from the public sector was found to be particularly needed in the planning and development of complex high cost capital improvement type projects. Training opportunities are available but not always at the time and place that encourage attendance from rural officials and their staffs. A lack of capability to properly evaluate program effectiveness also has resulted in some inefficiency in utilization of existing personnel.

Conclusion—Rural local governments must be staffed to perform their functions in a professional and effective manner, and have access to technical assistance and information on a timely basis.

Recommendations—It is recommended that:

- Local governments establish and periodically review job descriptions of all staff personnel and provide for clearcut lines of authority and responsibility.
- The state provide a uniform system of structuring local government staffs which could be adopted by local governments on an optional basis.
- A state wide technical assistance consortium, consisting of state and federal agencies, planning district commissions, public and private institutions of higher learning, and public interest groups, be established. The purpose of the consortium would be to provide appropriate technical assistance to rural local governments by locating and coordinating the assistance available from the various groups and assuring that it is effectively utilized at the local level.

Gaps Associated With Planning Needs

Findings—Although comprehensive plans have been developed in the rural communities, such plans were not widely followed in making local governmental or land-use decisions. Citizen understanding and support of planning efforts was low in rural areas. Gaps in the planning area were similar to those found in the fiscal area.

Rural officials encountered difficulties in obtaining and effectively utilizing information and data in evaluating project and service activities and in general decision making processes. Improper use of data in planning has costly and long-run effects. Also, failure to respond to a state and/or federal announcement or regulation, on a timely basis, can have adverse financial and/or legal ramifications.

Conclusion—Greater attention needs to be given to the overall planning process in rural areas. Timely, relevant, and comprehensible data must be made available to local officials for use in their planning and decision making processes.

Recommendations—It is recommended that:

- Local governments take steps to involve more citizens in the planning process.
- Local government officials make a conscious effort to relate current decisions to long-run plans of the community.
- Local governments work with state agencies and universities in collecting, summarizing, analyzing, and reporting locally generated data in a uniform manner so it can be used to supplement and improve federal, state and regional data.
- A state agency be designated to assemble, screen, summarize and distribute data and information, including appropriate state and federal regulations of special interest to local governments.
- The state government encourage the development of computer models which can be used by local government officials. These models will help officials analyze data for use in planning and decision making and provide them a basis for comparing benefits and costs of local services to those of other jurisdictions.

Gaps Associated With Citizen Participation Needs

Findings—Because financial and personnel resources are limited, rural local governments must rely heavily on citizen volunteer inputs to maintain their viability. Local officials are concerned that an increasing number of competent and qualified citizens are reluctant to seek public office or serve on policymaking boards and/or commissions. Fear of liability suits or other civil actions resulting from a failure to comply with disclosure and conflict of interest laws are making citizens wary of becoming involved in local governmental activities. This is especially exasperating since volunteers work for little or no compensation.

It was found that many citizens were uninformed or had misconceptions of the role of local governments. Also, the matter of communication between officials and citizens is something that needs constant attention. Any breakdown in communication can contribute to a loss of citizen support and understanding of community efforts.

Conclusion—Actions should be taken to encourage greater citizen participation in rural local govern-

ments.

Recommendations—It is recommended that:

- State and federal laws originally enacted to provide more open and responsive government, be reviewed to determine whether, in actual application, they are tending to reduce citizen participation in local government.
- Local and state governments consider additional ways to provide recognition to volunteers.
- Federal general revenue sharing formulas be modified to give more weight to the use of volunteers in lieu of salaried employees.
- Local governments establish local professional ad hoc advisory committees to make better use of local talents.
- Greater efforts be focused on conducting local citizen participation forums.
- Training opportunities be made available to new appointees to policymaking boards and commissions.

Gaps Associated With Intergovernmental Coordination Needs

Findings—To retain rural government viability in program activities requiring large capital investments, specialized expertise, and area wide planning, increased attention is being given to pooling of available resources. The increasing number of interjurisdictional agreements in rural areas is evidence that a long time attitude of parochialism is becoming less pronounced.

The need for a stronger rural government interface with the state and federal government, to represent their interests in intergovernmental program decisions and implementation, was noted.

Conclusion—Intergovernmental coordination at the local level must be encouraged in order for rural local governments to realistically structure, operate and maintain activities of area wide significance that require large fiscal outlays, and a high degree of technological expertise and application.

Recommendations—It is recommended that:

- Local governments evaluate the advantages and disadvantages of specific bilateral or multilateral agreements with other local governments for services related to sewerage and water, solid waste management, law enforcement, recreation, vocational education, health services, assistance to the handicapped, transportation, and other programs in order to improve services and efficiencies.
- Planning district commissions encourage and work out arrangements for local rural jurisdictions to share specialized personnel such as managers, engineers, architects and planners where determined to be mutually beneficial.
- State and federal governments actively encourage coordination at the local level by removing any constraints in program implementation that hamper or discourage intergovernmental coordination efforts.
- A Rural Capacity Building Advisory Committee be established to advise the Secretary of Commerce and Resources in facilitating private, local, state and federal efforts for strengthening the governing capabilities of rural governments. This strengthening process would be aimed at maintaining autonomy while increasing the viability of rural governments in the most cost-effective manner.

I. Introduction and Theoretical Methodology

Rural development in the United States is a complex process possessing economic, social and political dimensions. To add to the complexity, social science researchers have approached these dimensions in different ways. This research is concerned primarily with the political dimension of rural officials and policymakers to deal with the increasingly complex problems in their localities.

For too long rural communities have had to implement state and federally mandated programs without adequate resources, and information and transfers of technology to carry out their responsibilities effectively. Further, available state and federal assistance is often provided in an uncoordinated manner that may be more confusing than helpful. One motivating concept in this research involves New Federalism which demands that local communities, towns and counties, perform a significant role in developing and carrying out programs and services which evolve from higher levels of government.

Over a decade ago, Roland Warren (1963) theorized about the health and vitality of non-metropolitan communities in the United States. He said that a "great change" was occurring in these communities. One characteristic involved the shift in decision making away from the local level. Reasons for this shift involved two phenomena, both of which he saw becoming more of a problem over time. Small communities are in need of qualified personnel to assist in governing but oftentimes the most qualified citizen leaders were those whose presence in the community resulted from the establishment of linkages between the local community and the national economic structure. These individuals work for national companies and their perception of local problems and needs may differ from people whose loyalty and interests are totally within the community.

The second phenomenon reflects more general societal changes, both social and political. Warren comments in sum, many problems which communities face are simply beyond any realistic expectation of resolution through the effective ministering of resources at the community level alone (Warren, 1978, p.15). According to Warren, the complexity of problems, federal and state regulations as well as the paucity of resources available to the communities, suggest that the viability of small rural communities is very much in question.

This research recognized Warren's contribution to community research and theory. The overall concern of rural development is the improvement of the quality of life in rural areas. One key aspect is the capabilities of local government to plan, fund and execute programs and services that are designed to improve quality of life. This study sought to identify and define gaps in the capacity of local governments to solve their own problems.

In this context, capacity building is defined as an increase in the adequacy and effectiveness of local institutional capabilities and resources to supply programs and services in order to meet the needs of the community. The study attempts to clearly define capacity building needs of rural communities and how resources provided by federal and state governments, regional planning commissions, educational institutions and the private sector can be more effectively utilized by rural governmental policymakers. It was hypothesized that where these

institutional and resource capabilities were not available to rural officials to meet community needs, a capacity building gap existed. The study was directed to identifying these capacity building gaps and investigating the dimensions of these gaps from the framework of the community; from the perception of gaps by officials and leaders; and from the institutional and resource capacity network. Further, the study was directed to suggesting mechanisms that could be designed to minimize or alleviate the gaps.

The study has assumed that the rural local community must be responsive to external and internal demands in order to persevere. There have been several studies of the ability of the community to respond to higher levels of government, particularly in the cases of urban renewal (Aiken and Alford, 1970), fluoridation (Crain, Katz and Rosenthal, 1969), and more recently, the Federal Flood Insurance Program (Moore and Cantrell, 1976). These studies are but examples of the relatively extensive literature dealing with community response to external demands. Unlike those studies which have taken a comparative approach and focused on a specific issue, this study was designed to investigate the general processes and structures that operate within a single community to respond to external and internal demands. The interest was in studying the relationships between these local communities, and external agencies, both in terms of demands placed upon the communities and the institutional and resource capabilities available to the communities, to help them meet these demands.

A basic philosophy of this study is that the capacity and capabilities of rural government must be improved if our rural towns and counties are to have a more significant role in improving their present status and determining their future. Without improvements in the effectiveness of capacity building components, many federal expenditures will continue to provide less than effective programs.

Local governing officials are usually in the best position to know what their citizens' needs are and how to attain them. Similarly, they must be prepared to respond to both the needs expressed by local citizens and to the needs required to accomplish national and state goals that impact on the locality. For some years, the outpouring of legislation from Washington has been considerable and far-reaching in effect. For Virginia and other states, the reaction at the state level has been to enact corresponding legislation to meet the federal mandates. Unfortunately, this creates more problems by placing greater pressure on local governments to take action without adequate planning and resources.

Vidich and Bensman (1968) were among the first sociologists to document the degree to which the fortunes of small towns are decided elsewhere. The reification of New Federalism is apparent in this external structure of decision making which demands that the local community participate in the planning and execution of the effects of many of these decisions. This study attempted to discover the abilities and inabilities of the local community to respond to these new challenges. It also hypothesized that the federal and state agencies within the institutional and resource capability network would be of critical assistance to local rural governments.

The other area which places demands upon local governments involves the citizens of the communities. It is assumed that if citizens were dissatisfied with the services that were provided by their elected officials, demands would be made on officials. The concept of community satisfaction that has been reported in recent studies focuses on the evaluation of the quality of services as an indicator (Rojek et al., 1975; Christenson, 1972). This study used this conceptual defintion and included the evaluation of selected governmental activities as well. This conceptual definition is used with knowledge of Goudy's (1977) criticism that community services is but one dimension of community satisfaction. However, given that the central concern of this study is the capabilities of local governments to perform their functions, it was felt that this one dimension was the most critical.

This study has attempted to deal with both areas of responsiveness, the state and federal governments and local governments in rural areas, concurrently. It was hoped that interviewing both local elected and appointed officials and community leaders concerning their perceptions of community needs would yield valuable data on both these conceptual areas as well as provide the opportunity of delineating differences in perceptions between the two groups of community influentials.

Another important concept that is related to the capacity of the rural community is termed local autonomy by Warren (1978). He defines autonomy as the extent to which the community is independent of extra community units in the performance of its functions. The particular concern of this study is the dependence of the community on the institutional and resource capability network.

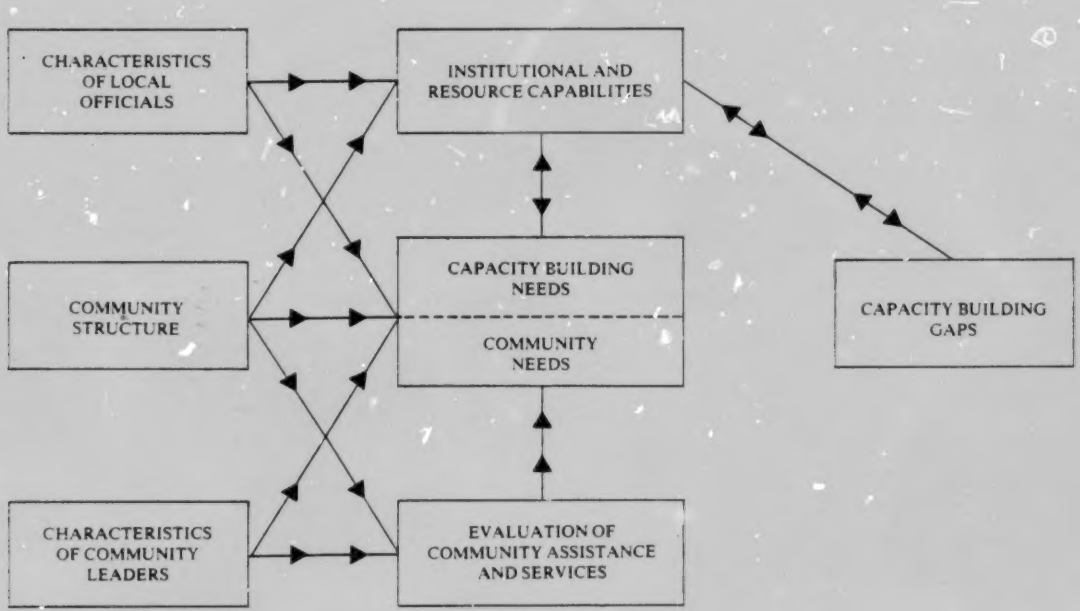
Warren (1978, p. 15) indicates that the most

general problem facing communities in America today is the "inability to organize its forces effectively to cope with its specific problems." This question then is one of viability and can be raised in terms of New York City's economic dependency on the federal treasury as well as describing a local community's reaction to the Federal Environmental Protection Agency's regulations concerning sewerage and water facilities. Obviously both examples question the viability of a community but this research has assumed that small rural communities are facing these problems with increasing frequency. Conceptually then, viability and autonomy are related at the local level. Specifically, Hillery (1972), suggests that autonomy is inversely related to viability. If the rhetoric of the New Federalism is meaningful, communities with little autonomy may also have greater demands placed on them, thus raising viability questions.

The conceptual model presented in Figure 1 represents syntheses of the theories and research discussed above, in that it includes community structure, information from elected and appointed officials, and information from community leaders. Likewise, it includes consideration of community satisfaction—evaluation of community services by community leaders—as well as the needs of the community as perceived and defined by local officials and community leaders. The model additionally includes an institutional and resource capability network which represents both local and extra-community inputs to the community. Finally, the concept of prime interest, capacity building gaps, is shown as related to institutional and resource capabilities and needs.

Community structure is hypothesized to be related to both institutional and resource capabilities and needs. Community structure includes governmental status, i.e., whether the community is a town or a county, and demographic type which includes areas growing due to industrialization, retirement or suburbanization, and areas with stable or declining populations. It was hypothesized that towns would have different types of community needs than counties. Furthermore, it was hypothesized that counties would have access to and use different providers of institutional resources and capabilities than towns. A simple example is that the Virginia Association of Counties provides services to counties while the Virginia Municipal League provides services

Figure 1. **CONCEPTUAL MODEL**



to towns. So, community structure is hypothesized to be an important element of the conceptual model.

Sociodemographic data on community officials, both elected and appointed, were collected. These data included the number of years in position, race, sex, age, educational attainment, family income and number of years in community. It was hypothesized that use of the institutional and resource capabilities depends very much on the perceptions of the availability and quality of such services. It was further hypothesized that these perceptions would vary according to the characteristics of the officials themselves.

Similar sociodemographic data were also collected on the community leaders included in the sample and it was hypothesized that their perceptions of community needs would vary according to sociodemographic characteristics. The analysis which follows focuses on both capacity building and community needs as perceived by the officials and utilizes the community leaders' perceptions of community needs in a comparative sense. This approach was used to discover the degree of convergence between the perceptions of leaders and officials.

This study examines relationships between the characteristics of community leaders and their evaluation of community services and perceptions of community needs. The evaluation of community services affects community and capacity building needs, particularly if negative evaluations are of some duration. Further, the responsiveness of officials to their populace is generally concerned with increasing the satisfaction of the citizens and if a significant proportion of the citizens determines that a service or set of services offered by the local government are of inferior quality, it is plausible that officials would begin to perceive a community need in that area.

Conceptually, institutional and resource capabilities and community needs are closely related. The relationships between the former, which constitutes the public and private networks of technical and resource capabilities, and the latter, needs of the community, can be noted by the two-way arrow in the conceptual model which suggests that these components affect each other. If a community perceives a need in an area in which capabilities and assistance are available, the assistance network would begin to have demands placed upon it to which it would be expected to respond. If the network is incapable of responding, a capacity building gap results.

Theoretical plausible relationships (arrows) are included in the conceptual model to guide the analysis as well as to organize the discussion for the reader. Again, it should be noted that the primary purpose of this study is to identify capacity building gaps and attempt to suggest causes and feasible alternative solutions. Therefore, some relationships in this model will receive more attention than others.

II. Research Design and Operationalization

Towns and counties in rural areas that represented different situations both socioeconomically and demographically were selected for study using the following criteria:

a) Population—towns with less than 5,000 and counties with less than 15,000

b) Demographic change—four categories of demographic change were defined as:

- —growing at a rate above the state average, between 1960-1974, because of industrial development.
- —growing at a rate above the state average, between 1960-1974, for reasons not primarily related to industrial development, i.e., recreation, retirement and suburbanization.
- —stable (within ± 2.5 percent change between 1960-1974)
- —declining (greater than 2.5 percent decline between 1960-1974)

In selecting specific rural communities for inclusion in the study, other criteria were also considered. It was decided that at least one community would have minority group leadership; all the communities had to have local governing bodies with part-time or full-time administrators; and finally, only those communities whose local government officials were willing to participate were included in the study.

The identification of areas falling within the 15,000 population limitation for counties and the 5,000 population limitation for towns was based primarily on 1970 population figures and population changes between 1960 and 1974. Data were obtained from the United States Department of Commerce (1970) and the Tayloe Murphy Institute at the University of Virginia (1974).

Areas were subdivided into growing, stabilized and declining communities. Reasons for changes or no changes in growth were determined from secondary sources and from personal interviews with officials in planning districts and the Virginia Department of Intergovernmental Affairs.

Eight communities—four counties and four towns—geographically distributed over the state were selected as principal study areas.

Officials in all selected communities responded favorably towards having their communities included in the study. Additionally, a pilot community was selected from outside the study group and was used to pretest the sampling procedures and survey questionnaires.

Profiles of the pilot community and the eight areas covered in the study are shown in Table 1. Figure 2 shows the geographical distribution of the areas.

Sampling of Officials and Community Leaders

The study was designed to determine the capacity building needs and gaps of rural local governments from the perspective of both local officials and community leaders. Local officials were defined by their policymaking and management roles. Community leaders were defined as representing the mix of persons from the community who espoused and articulated the needs of the community from a citizen's perspective.

Interviewing of local officials was designed to include all persons in policymaking and management roles, elected and appointed. Ninety-three officials identified in these categories were interviewed.

Table 1. Community profiles

	TOWNS				COUNTIES				
	Area I[a]		Area III[c]		Area II[b]		Area IV[d]		Pilot Area
	Glade Spring	South Hill	Chatham	Woodstock	Powhatan	Lancaster	Sussex	Buckingham	Strasburg
Population	1,800	3,900	1,842	2,316	10,600	9,600	11,300	10,800	2,400
Population Change	15%	50.2%	-1.2%	-.7%	34.12%[g]	4.8%[f]	-7.6%	-2.6%	0.1%
Non-white Population	12.0%	48.0%	42.5%	2.0%	36.4%	39.0%	63.1%	44.4%	7.09%
Per Capita Income	$3,496	$2,632	$3,780	$4,378	$3,750	$4,677	$4,164	$2,919	$4,378
Per Capita Income Growth	66%[h]	80%[h]	71%[h]	82%[h]	50%[h]	85%[h]	78%[h]	55%[h]	82%[h]
Town Manager	Yes[i]	Yes	Yes	Yes	NA	NA	NA	NA	Yes
County Administrator	NA	NA	NA	NA	Yes	Yes	Yes	Yes	NA
Planning Commission	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Planning Staff	No	No	No	No	No	No	Yes	No	No
Comprehensive Plan	No*	Yes	No*	No*	Yes	Yes	Yes	Yes	Yes
Zoning Plan	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes
Subdivision Plan	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Planning District Member	No	Yes	No	No	Yes	Yes	Yes	Yes	No
Planning District Number	3	13	12	7	15	17	19	14	7
County	Washington	Mecklenburg	Pittsylvania	Shenandoah	Powhatan	Lancaster	Sussex	Buckingham	Shenandoah
Town Real Property Effective Tax Rate Per $100.00** (1978)	$0.15	$0.50	$0.48	$0.525	NA	NA	NA	NA	$0.375
County Real Property Effective Tax Rate Per $100.00 (1978)	$0.69	$0.408	$0.825	$0.55	$0.833	$0.37	$0.38	$0.37	$0.55
Governing Body	Mayor and six council members	Mayor and six council members	Mayor and six council members	Mayor and six council members	Board of five supervisors	Board of three supervisors	Board of six supervisors	Board of six supervisors	Mayor and eight council members

Footnotes: a - Demographic Area I -- Areas where population was increasing at a rate above the state average because of industrial development.
b - Demographic Area II -- Areas where population was increasing at a rate above the state average for reasons not primarily related to industrial development.
c - Demographic Area III -- Areas where population has been relatively stable for several years.
d - Demographic Area IV -- Areas where population was declining.
e - Bedroom community
f - Retirement community
g - Estimated
h - Percent of state average
i - Having part-time manager
NA - Not Applicable
* - Comprehensive plan was completed prior to end of study.
** - Nominal Tax Rate (per $100.00) x Assessment ratio (percent) = Effective Tax Rate (Per $100.00).

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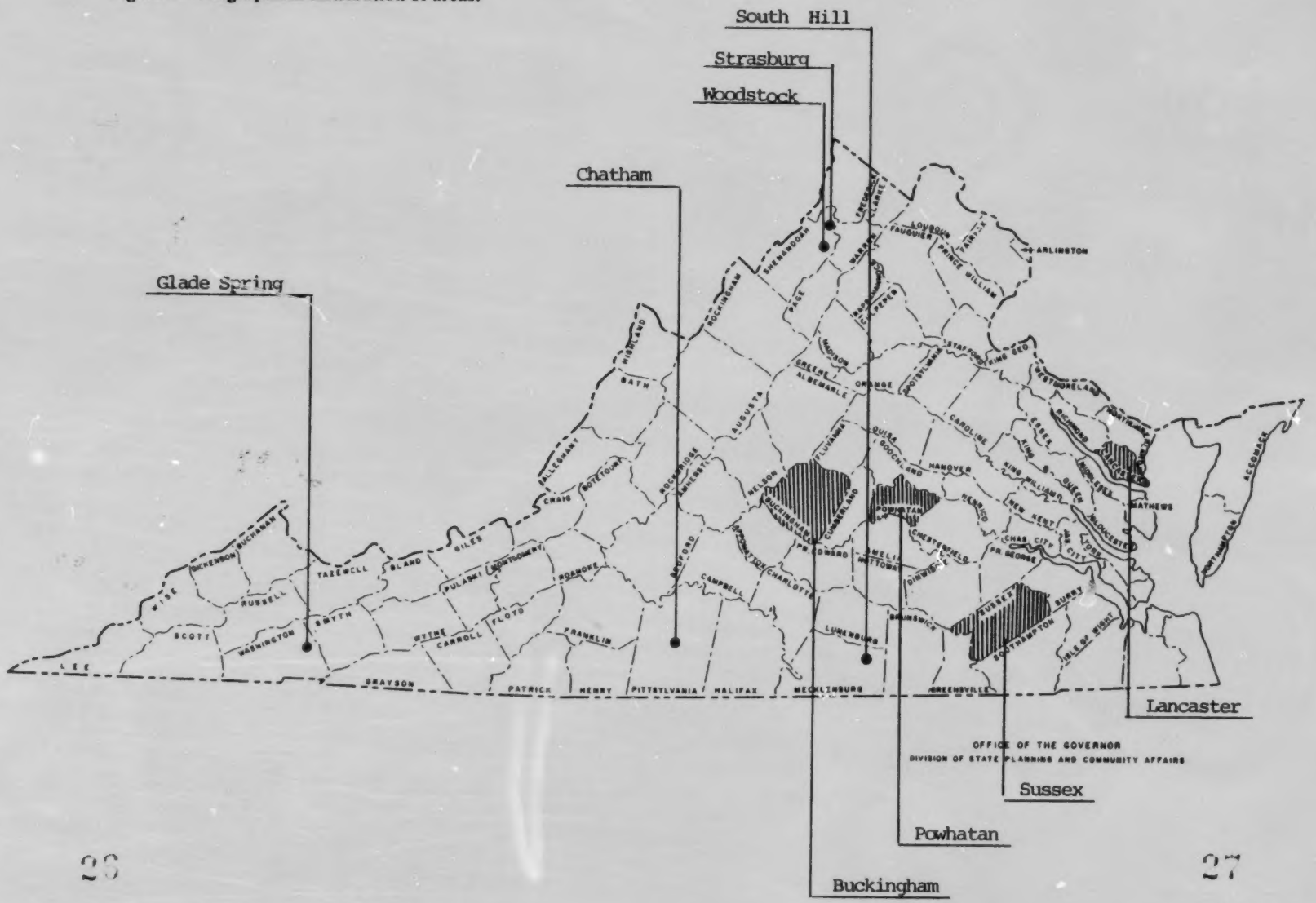
Figure 2. Geographical distribution of areas.



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The questionnaire for local officials (Appendix A) was constructed to obtain direct input from officials on local governmental needs in rural areas and institutional and resource capabilities in order to isolate capacity building gaps. The roles of local, state and federal governments, and other institutions were also examined in an effort to identify the capacity building gaps. The questionnaire was also structured to obtain perceptions of community needs.

The sampling of citizen leaders was based on a two-stage approach. The first stage involved the utilization of the reputational method (Clark, 1968; Bonjean, 1963; Hunter, 1963; and Wolfinger, 1960). The second stage involved the use of the expert choice sampling method (Lin, 1976; and Smith, 1975). Specifically, the reputational approach consisted of asking officials to identify those leaders who represented the community in religious, economic, educational, ethnic, health, youth, legal, media, civic, cultural and senior citizen areas. In this way, lists of leaders were compiled and compared in order to identify those persons who were listed more than once.

The identified community leaders were asked for names of other community leaders in the areas listed above. Again, the names that were frequently mentioned were listed and constituted the sample of community leaders. Three hundred forty-four community leaders were interviewed.

This design for identifying community leaders has been used extensively by Irwin Sanders in his studies of various communities in and around Boston, Massachusetts. He reports that even in communities of 200,000 such as Worcester, a list of 20 informants can be representative of citizen leaders and yield a reliable base of information (Sanders, et al., 1975). In this study, the number of community leaders interviewed in the eight areas averaged just over 40 informants which may reflect the fact that the rural communities contained a geographically dispersed population. This design has also been termed the "community reconnaissance approach" by other researchers (Nix, et al., 1977).

The questionnaire for community leaders (Appendix B) was designed to measure the quality of services provided to citizens of the communities and the needs of their respective communities.

Measurement of Concepts

Measurement of social science concepts represents an important problem for researchers. Reliability and validity must be demonstrated for all variables that are used in the process of theory construction. As an integral part of this analysis, measurement issues were treated as important components of the analysis. It would appear obvious that if concepts were not measured without high degree of measurement error, then it would be difficult to place any confidence on the results of analysis.

Community structure was operationalized by two items that were included on both the officials' and the leaders' questionnaires: a) town/county; and b) demographic type. Next characteristics common to both officials and leaders were included in the analysis, i.e., race, sex, age, education, family income and years in the community. Other characteristics of the officials were position (elected or appointed), type of position (administrative, board of supervisors and town council, public works, public safety and human resources) and years in position.

The institutional and resource capability component of the model was operationalized by a series of questions asked of the governmental officials concerning technical assistance from federal and state agencies, universities and community colleges and other public and private organizations as well as a question on the extent of their own technical capabilities.

Indices were constructed from information on the officials' survey to determine institutional and resource capabilities. Also, both officials and community leaders were asked to provide a list of priority needs of the community. Using this methodology, the indices provided information through analysis; and the priority list provided descriptive and comparative information. Comparisons were made between leaders and officials within the community, and between communities with different structures.

The evaluation of services consisted of several indices constructed from the community leaders' needs survey.

Capacity building gaps were operationalized by analysis of the relationship between capacity building needs and the institutional and resource capability network. If community needs could not be met with assistance from the institutional and resource capability network, this represented a capacity building gap.

The two major issues of importance to measurement techniques are reliability and validity. Although these concepts are conceptually distinct,

researchers have traditionally treated them concurrently or focused on reliability to the exclusion of validity. This analysis recognized that reliability and validity are related but will use two distinct statistical techniques to deal with these issues.

Validity is concerned with the general question of whether one truly is measuring what he thinks he is measuring. Statistically, validity is defined as the correlation between a measure and the true underlying variable. What this means is that the composite that is constructed is highly correlated to the concept that is being measured (Heise and Borhnstedt, 1970). The factor analytic approach is used to measure the underlying structure of a set of indicators that possess face validity. Face validity is concerned with the evaluation of a group of items by knowledgeable judges in relation to their relevance to a given underlying dimension (Nunnally, 1967).

By analyzing the relationship between the individual indicators and the factor structure, the validity of an item can be analyzed. Only valid items were included in the composite index.

Reliability deals with the question of whether an individual score on an item or index is repeatable. This study's approach to reliability was correlational. Thus, the interrelationships between proposed indicators of the same concept were investigated. The index was assumed to be reliable if inter-relationships between all indicators of a concept were equally strong (Nunnally, 1967).

By comparing the best index from factor analysis and the best index from the correlational approach, it was demonstrated that the final composite index was reliable if valid (Heise and Bohrnstedt, 1970). Therefore, when the results of factor analysis disagreed with the results of the correlation approach for a given item, this item was discarded.

Factor Analysis

Items to be factor analyzed and correlated were generated primarily on face validity. After choosing items that were thought to be relevant to the variables of interest, the factor analyses and correlation procedures were performed to determine internal consistency of factors or item unity.

The position was taken that there must be at least ten items in a set generated from the criterion of face validity in order for these items to be amenable to factor analysis. These items were then subjected to a principle component analysis in an effort to determine the actual number of factors. This method was used primarily to obtain the eigenvalues with the ensuing belief that when the last substantively important factor is extracted, the eigenvalues will show a discontinuity or sharp drop (Rummel, 1970). Separate analyses were carried out according to this criterion for each set of items. Initially, only one or two factors were generated using these procedures.

Based on this finding, the items in question were subjected to a principle factor solution with a varimax rotation, specifying two factors. The items that were factor analyzed using the varimax rotation were considered to reflect unity or show internal consistency, for purposes of this study, when there were factor loadings above $\pm$ 0.7 on a single factor and below $\pm$ 0.3 on all other factors. The items showing unity were then tested for reliability before structuring the dependent measure.

Nunnally's Domain-Sampling Model was chosen as the procedure for estimating reliability. The model is based on the concept that a measure is composed of a random sample of indicators from a hypothetical domain of indicators (Nunnally, 1967, pp. 175-189). The advantages of the model are that the estimates do not depend upon the number of items sampled or the factorial composition of the items, and reliability is not keyed to a single criterion.

The first step in constructing a reliable index is choosing items that are thought to measure a single concept on the basis of face validity. Therefore, a number of sets of indicators were selected for both the officials and community leaders. The Pearson product-moment correlation coefficients of each indicator with all other indicators were calculated. Indicators with relatively low internal correlation were discarded until the coefficients of the remaining indicators were consistent. The average of the correlations of each item with all the rest of the items was calculated and used as the decision maker. The item with the lowest average correlation was discarded and the average recalculated. In this procedure, as presented by Hickey (1973) and Hickey and Frances (mimeograph), items were dropped from the pool of indicators in a step-wise fashion until a consistent set remained. The model also provided an estimate of coefficient Alpha, a traditional measure of reliability.

The following indices were constructed for officials: local governmental needs, personnel problems, impressions of state assistance, impressions of federal assistance and need for outside assistance. For the community leaders, the indices constructed included evaluation of education services, community

development, community assistance, planning activities, protection services, access to health care services and community services. A list of these indices and the items that were included, as well as relevant statistics, are shown in Appendix C. These indices were the dependent variables used in this study.

III. Attitudinal Analysis and Findings

This section provides information through analysis of local officials' and community leaders' perceptions of community needs, the capacity building needs of local officials, and community leaders' evaluations of community services. Analysis of variance provided the framework for analyzing the differences in institutional and resource capabilities and needs as perceived by local officials, as well as for evaluating community services as perceived by community leaders. Likewise, differences in community structure were determined with regard to local officials' ratings of institutional and resource capabilities and to community leaders' ratings of community services. The responses of community leaders were analyzed in order to supplement local officials' responses and to investigate the degree of homogeneity between leaders' and officials' perceptions of needs.

Perceptions of Community Needs

Tables 2 and 3 contain local officials' and community leaders' perceptions of priority needs within their given rural communities. Need categories were rated in descending order of importance. These categories were determined by asking the leaders to list, in descending order of importance, no more than five things they thought their given town/county should do in order to improve its service to its citizens. Each need was assigned a weight factor where five was the most important need and one the least important need. These weights were summed to yield ratings of perceived needs. The highest ratings received a ranking of one, the second highest a ranking of two, etc.

The rural communities surveyed indicated that more needs existed in the area of engineering and public works than in any other governmental service function area. Needs within this category referred to improvements and/or expansions in sewerage, water, and solid waste disposal systems, roads and streets, sidewalks, curbs and gutters, and street lights.

Industrial development reflected needs for a more extensive industrial base to increase employment opportunities, broaden the tax base, and provide more stimulus to local business development, especially in consumer goods.

Recreation needs were expressed for more year-round recreation centers to meet the needs of all age groups. Heavy demands in this area included tennis, swimming and golf facilities, commercial recreation, and the establishment of local parks.

As shown in Tables 2 and 3 the top three community priority needs were agreed upon by leaders and officials.

Educational concerns related mostly to improvement in the quality of education and the ability of rural areas to attract and retain qualified teachers. Also, there were concerns expressed about expanding opportunities for vocational education.

The priority given to health needs varied, and it appeared to depend on the availability of doctors and medical facilities. In welfare, the need was expressed for more training and assistance to the mentally and physically handicapped. Also, there was concern that the administration of welfare programs needed to be improved to assure that those qualified for services received them and that the unqualified did not.

Changes in land use, increasing concern for the environment and apprehension about the general quality of life have created a new emphasis on

Table 2. Perceptions of community needs of rural communities as indicated by rural local officials.

Community Needs	TOWNS										COUNTIES								All Rural Communities	
	Demographic Area I[a]				Demographic Area III[c]				All Towns		Demographic Area II[b]				Demographic Area IV[d]				All Counties	
	1[e]		2[e]		1 + 2[e]		5[e]		6[e]		5 + 6[e]		3[e]		4[e]		3 + 4[e]		7[e]		8[e]		7 + 8[e]			
	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank
Engineering & Public Works[h]	36	1.0	33	1.0	69	1.0	9	6.5	44	1.0	53	1.0	122	1.0	35	2.0	11	5.0	46	2.0	43	1.0	32	2.0	75	2.0	121	2.0	243	1.0
Industrial Development	11	3.0	11	3.5	22	3.5	16	2.0	1	10.0	17	4.0	39	4.0	39	1.0	17	2.5	56	1.0	37	3.0	58	1.0	95	1.0	151	1.0	190	2.0
Recreation	6	6.0	16	2.0	22	3.5	35	1.0	12	2.0	47	2.0	69	2.0	7	6.0	27	1.0	34	3.0	38	2.0	29	3.0	67	3.0	101	3.0	170	3.0
Education	-	-	10	6.0	10	6.5	14	3.5	4	5.0	18	3.0	28	5.0	6	7.0	10	6.0	16	8.0	5	7.0	24	4.0	29	4.0	45	5.0	73	5.0
Health and Welfare	-	-	-	-	-	-	9	6.5	-	-	9	8.0	9	9.0	20	3.0	5	7.5	25	5.0	3	9.5	10	6.0	13	7.0	38	6.0	47	7.0
Planning[f]	7	5.0	-	-	7	11.5	-	-	-	-	-	-	7	14.5	12	5.0	16	4.0	28	4.0	8	6.0	13	5.0	21	6.0	49	4.0	56	6.0
Public Safety[g]	4	7.0	3	12.0	7	11.5	-	-	-	-	-	-	7	14.5	14	4.0	4	10.0	18	7.0	2	11.0	2	10.0	4	10.0	22	8.5	29	10.0
Housing	22	2.0	11	3.5	33	2.0	12	5.0	4	5.0	16	5.5	49	3.0	5	9.0	-	-	5	11.0	17	4.0	6	7.0	23	5.0	28	7.0	77	4.0
Business Development	8	4.0	10	6.0	18	5.0	1	13.0	9	3.0	10	7.0	28	6.0	3	13.5	-	-	3	17.0	-	-	1	11.0	1	14.0	4	16.0	32	9.0
Fiscal	-	-	8	8.5	8	9.0	-	-	-	-	-	-	8	11.5	3	13.5	-	-	3	17.0	-	-	-	-	-	-	3	19.5	11	17.0
Centralization/Space	-	-	10	6.0	10	6.5	5	9.0	-	-	5	11.5	15	8.0	2	16.0	17	2.5	19	6.0	3	9.5	-	-	3	12.5	22	8.5	37	8.0
Staffing (Political)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Citizen Relations	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	8.0	4	10.0	4	16.0	4	20.5
Org. Structure and Management	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	8.0	-	-	4	10.0	4	16.0	4	20.5
Operations	-	-	-	-	-	-	5	-	-	-	5	11.5	5	17.0	3	13.5	-	-	3	17.0	-	-	-	-	-	-	3	19.5	8	18.0
Promotion of Area	3	8.5	5	11.0	8	9.0	-	-	-	-	-	-	8	11.5	4	11.0	-	-	4	14.0	-	-	-	-	-	-	4	16.0	12	15.5
Involvement/Distance	-	-	-	-	-	-	5	9.0	3	7.0	8	9.0	8	11.5	-	-	5	7.5	5	11.0	-	-	-	-	-	-	5	12.5	13	14.0
Transportation & Movement	-	-	-	-	-	-	-	-	4	5.0	4	13.0	4	18.5	3	13.5	1	12.0	4	14.0	11	5.0	-	-	11	8.0	15	10.0	19	12.0
Staffing (Professional)	-	-	8	8.5	8	9.0	-	-	-	-	-	-	8	11.5	-	-	4	10.0	4	14.0	-	-	-	-	-	-	4	16.0	12	15.5
Tourist Industry Development	3	8.5	-	-	3	13.0	14	3.5	2	8.5	16	5.5	18	7.0	5	9.0	-	-	5	11.0	-	-	-	-	-	-	5	12.5	23	11.0
Culture	-	-	1	13.0	1	14.0	3	12.0	-	-	3	14.0	4	18.5	5	9.0	4	10.0	9	9.0	-	-	3	9.0	3	12.5	12	11.0	16	13.0
Intergovernmental Co rd/Coop.	-	-	-	-	-	-	4	11.0	2	8.5	6	10.0	6	16.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6	19.0
Agriculture/Mining/Fishing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Question: Priority Needs of Community -- List the most important things you feel the town/county should do in order to improve its services to its citizens. Please list them in order of importance with the most important first.

Footnotes:
a. Demographic Area I -- Communities where population was increasing at a rate above the state average because of industrial development.
b. Demographic Area II -- Communities where population was increasing at a rate above the state average for reasons not primarily related to industrial development.
c. Demographic Area III -- Communities where population has been relatively stable for several years.
d. Demographic Area IV -- Communities where population was declining.
e. Communities: Community 1 (town); Community 2 (town); Community 3 (county); Community 4 (county); Community 5 (town); Community 6 (town); Community 7 (county); Community 8 (county).
f. Planning - Includes responses on comprehensive land use, zoning and subdivision.
g. Public Safety - Includes responses on police, fire and rescue services.
h. Engineering and Public Works - Includes responses on sewerage, water, solid waste, roads and streets, sidewalks, curbs and gutters, and lights.

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Table 3. Perceptions of community needs of rural communities as indicated by rural community leaders.

Community Needs	TOWNS								COUNTIES								All Rural Communities	
	Demographic Area I[a]				Demographic Area III[c]				Demographic Area II[b]			Demographic Area IV[d]			All Counties			
	1[e]		2[e]		1 + 2[e]		5[e]		6[e]		5 + 6[e]		3[e]		4[e]		3 + 4[e]		7[e]		8[e]		7 + 8[e]					
	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank
Engineering & Public Works[h]	161	1.0	131	1.0	292	1.0	49	4.0	151	1.0	200	2.0	492	1.0	135	1.0	76	2.0	211	1.0	146	1.0	41	6.0	187	2.0	398	1.0	890	1.0
Industrial Development	107	2.0	74	2.0	181	2.0	74	3.0	52	3.0	126	3.0	307	3.0	111	2.0	71	3.0	182	2.0	95	2.0	121	1.0	216	1.0	398	2.0	705	2.0
Recreation	47	5.0	71	3.0	118	3.0	147	1.0	94	2.0	241	1.0	359	2.0	46	5.0	123	1.0	169	3.0	76	3.0	92	2.0	168	3.0	337	3.0	696	3.0
Education	4	17.0	42	4.0	46	6.0	75	2.0	47	5.0	122	4.0	168	4.0	75	4.0	56	4.0	131	4.0	69	4.0	81	3.0	150	4.0	281	4.0	449	4.0
Health and Welfare	18	7.0	25	6.0	43	7.0	48	5.0	28	7.0	76	5.0	119	5.0	37	6.5	35	8.5	72	7.0	49	5.0	58	4.0	107	5.0	179	5.0	298	5.0
Planning[f]	3	19.0	-	-	3	19.0	14	10.0	51	4.0	65	6.0	68	9.0	78	3.0	17	11.0	95	5.0	10	9.0	32	7.0	42	9.0	137	6.0	205	6.0
Public Safety[g]	15	8.5	19	7.0	34	9.0	-	-	42	6.0	42	9.0	76	8.0	37	6.5	37	6.0	74	6.0	27	7.0	18	9.0	45	7.5	119	7.0	195	7.0
Housing	52	3.0	10	10.0	62	4.0	30	6.0	24	9.0	54	7.0	116	6.0	-	-	13	12.0	13	14.5	40	6.0	11	13.0	51	6.0	64	10.5	180	8.0
Business Development	50	4.0	5	11.0	55	5.0	16	9.0	27	8.0	43	8.0	98	7.0	32	8.0	12	13.0	44	10.0	8	11.5	11	13.0	19	11.0	63	12.0	161	9.0
Fiscal	11	12.0	2	12.0	13	16.0	7	11.0	22	10.0	29	11.0	42	12.0	3	18.0	36	7.0	39	11.0	4	16.5	41	5.0	45	7.5	84	8.0	126	10.0
Centralization/Space	-	-	-	-	-	-	20	8.0	-	-	20	13.0	20	16.0	25	10.0	35	8.5	60	8.0	8	11.5	-	-	8	18.5	68	9.0	88	11.0
Staffing (Political)	41	6.0	-	-	41	8.0	5	13.0	2	18.0	7	14.0	48	11.0	27	9.0	-	-	27	13.0	11	8.0	-	-	11	15.0	38	15.0	86	12.0
Citizen Relations	4	17.0	27	5.0	31	10.0	5	13.0	1	19.5	6	15.0	37	13.0	11	11.0	24	10.0	55	12.0	1	19.0	11	13.0	12	14.0	47	13.0	84	13.0
Org. Structure and Management	-	-	-	-	-	-	-	-	4	16.0	4	20.0	4	21.0	5	15.5	53	5.0	58	9.0	-	-	6	15.0	6	20.5	64	10.5	68	14.0
Operations	9	13.5	11	9.0	20	12.0	5	13.0	-	-	5	17.0	25	15.0	-	-	-	-	-	-	2	18.0	14	10.0	16	12.0	41	14.0	66	15.0
Promotion of Area	9	13.5	13	8.0	22	11.0	24	7.0	12	12.0	36	10.0	58	10.0	-	-	-	-	-	-	-	-	2	19.0	6	20.5	6	23.0	64	16.0
Involvement/Distance	14	10.5	-	-	14	14.5	-	-	5	13.5	5	17.0	19	17.0	8	12.0	-	-	8	16.5	8	11.5	21	8.0	29	10.0	37	16.0	56	17.0
Transportation & Movement	15	8.5	-	-	15	13.0	4	15.0	17	11.0	21	12.0	56	14.0	5	15.5	3	15.0	8	16.5	8	11.5	-	-	8	18.5	16	18.0	52	18.0
Staffing (Professional)	14	10.5	-	-	14	14.5	-	-	4	16.0	4	20.0	18	18.0	7	13.0	-	-	7	18.0	7	14.0	4	17.0	11	16.0	18	17.0	36	19.0
Tourist Industry Development	8	15.0	-	-	8	17.0	-	-	5	13.5	5	17.0	13	19.0	6	14.0	7	14.0	13	14.5	-	-	-	-	-	-	13	19.5	26	20.0
Culture	-	-	-	-	-	-	-	-	4	16.0	4	20.0	4	21.0	-	-	-	-	-	-	-	-	-	-	-	-	13	19.5	17	21.0
Intergovernmental Coord/Coop	4	17.0	-	-	4	18.0	-	-	-	-	-	-	4	21.0	4	17.0	-	-	-	19.0	-	-	13	11.0	13	13.0	8	22.0	12	22.0
Agriculture/Mining/Fishing	-	-	-	-	-	-	-	-	1	19.5	1	22.0	1	23.0	-	-	-	-	-	-	5	15.0	4	17.0	9	17.0	9	21.0	10	23.0

Question: Priority Needs of Community -- List the most important things you feel the town/county should do in order to improve its services to its citizens. Please list them in order of importance with the most important first.

Footnotes:
a. Demographic Area I -- Communities where population was increasing at a rate above the state average because of industrial development.
b. Demographic Area II -- Communities where population was increasing at a rate above the state average for reasons not primarily related to industrial development.
c. Demographic Area III -- Communities where population has been relatively stable for several years.
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e. Communities: Community 1 (town); Community 2 (town); Community 3 (county); Community 4 (county); Community 5 (town); Community 6 (town); Community 7 (county); Community 8 (county).
f. Planning -- Includes responses on comprehensive land use, zoning and subdivision.
g. Public Safety -- Includes responses on police, fire and rescue services.
h. Engineering and Public Works -- Includes responses on sewerage, water, solid waste, roads and streets, sidewalks, curbs and gutters, and lights.

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planning at the community level. Concern was expressed that the localities may not possess the capabilities to implement comprehensive planning. The importance of strategic zoning practices was stressed to provide for expansion of industry without undue pressure on prime agricultural land.

In the area of public safety, the need was expressed for expanded police services. Needs mentioned in this area were mostly cost-sharing of police services and provisions for competitive salaries in order to retain trained and qualified police personnel. Lack of comments on need for improved fire and rescue squad services reflected general satisfaction with existing services.

Housing, particularly the lack of an adequate housing mix, was an area of concern. Problems associated with housing mix included insufficient apartments and other rental housing to meet the needs of various segments of the community such as senior citizens, young families, low income households, and persons who lived in the community on a temporary basis.

Business development was also a highly perceived need. In the case of towns, business development primarily referred to the need to restore downtown business districts; whereas the need for the building of shopping centers was expressed primarily by county leaders.

Insofar as local finances were concerned, the need was expressed for more local flexibility in taxing authority and in more funding to carry out state and/or federal mandated programs.

Attitudinal Analysis of Local Officials

Table 4 reveals the significant results of analysis of variance for local officials. The dependent variables considered were local governmental needs of the officials, personnel problems, impressions of federal assistance, impressions of state assistance, and need for outside assistance. These variables comprised the institutional and resource capability category as shown in Figure 1.

Although certain relationships were found to be non-significant and thus not listed in Table 4, the lack of relationships has meaningful implications. Non-significance implies that no differences were found between treatment groups, thus suggesting in this case that variation between independent variable categories did not exist in the officials' impressions and evaluations of institutional and resource capabilities. The fact that no significant relationships existed in relation to needs for outside assistance thus suggests that all categories of local officials viewed these needs at the same level.

It may be noted that the categories of demographic change discussed in the section on Research Design and Operationalization were divided into areas with increasing populations and areas with stable and declining populations. The reason that this was done stemmed from the fact that town and county population densities in Virginia, when taken with other selection criteria, did not allow for town/country breakdowns within each of the four categories of demographic change since no demographic category included both a town and a county. Thus, in order to evaluate town/county differences in relation to the dependent variables, this condensed grouping of demographic changes was necessitated.

The analysis of mean values in Table 4 is summarized in Table 5. An entry in a given part of this table means that a significant relationship existed between that independent and dependent variable, e.g., when demographic change is related to local governmental needs, this analysis suggest that officials in growth areas perceived less needs than officials in areas with stable or declining populations. Also, as shown in this table, no significant relationships were found between other independent variables and the dependent variable of local governmental needs.

Some implicit information and findings obtained from the survey regarding relationships in Table 5 are:

- Counties tended to employ professionals in such areas as education and human resource programs and these persons were often from outside the county and not traditionally tied to the areas. The availability of cultural opportunities, recreational facilities and adequate housing were found to be important factors in a person's decision to accept a position in local government and relocate.
- Towns employed fewer professionals and most of their employees tended to be local residents.
- Newer officials tended to be more sensitive to the importance of training, technology and continuing education associated with staff positions.
- Elected officials tended to perceive fewer personnel needs than appointed officials.
- Counties received more federal and state assistance and services than towns. Because of the intermingling of funding and services from federal and state sources, most officials tended to consider federal and state assistance in a similar fashion.

Table 4. Analysis of variance for local officials

Dependent Variable	Independent Variable	Mean	F	p
Local governmental needs	Demographic change			
	— population	1.73	17.23	0.05
	— increasing population areas	2.35		
	— stable and declining population areas	1.28		
Personnel problems	Area			
	— population	9.48	3.17	0.08
	— towns	8.90		
	— counties	9.96		
	Education			
	— population	9.48	3.02	0.03
	— high school graduate or less	8.41		
	— some college and vocational and business training	10.00		
	— college graduate	8.84		
	— post graduate	10.50		
	Age			
	— population	9.48	2.99	0.02
	— under 31	10.86		
	— 31-40	10.40		
	— 41-50	8.90		
	— 51-60	9.73		
	— 61 and over	7.45		
	Years in position			
	— population	9.48	2.40	0.10
	— 1-2	10.22		
	— 3-6	9.48		
	— 7 or more	8.70		
	Years in community			
	— population	9.48	2.50	0.06
	— under 16	10.68		
	— 16-31	8.68		
	— 32-45	9.80		
	— 46 and over	8.72		
Impressions of federal assistance	Area			
	— population	27.97	3.99	0.05
	— towns	24.93		
	— counties	30.10		
Impressions of state assistance	Area			
	— population	34.49	26.36	0.00
	— towns	29.29		
	— counties	38.17		
	Age			
	— population	34.49	2.18	0.09
	— under 31	38.25		
	— 31-40	36.44		
	— 41-50	31.39		
	— 51-60	32.70		
	— 61 and over	39.60		

Table 5. Summary of the significant findings of officials' attitudes regarding institutional and resource capability components

Independent Variables		Dependent Variables									
		Local Governmental Needs		Existing Personnel Situation		Impressions of State Assistance		Impressions of Federal Assistance		Need for Outside Assistance	
		Perceived More	Perceived Less	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied
Demographic Change	Increasing Population		X								
	Stable and Declining Pop.	X									
Area	Towns			X			X		X		
	Counties				X	X		X			
Education	High School Education or less			X							
	Post High School Education				X						
Age	Older Officials			X		X					
	Younger Officials				X		X				
Years in Position	Shorter Time in Position				X						
	Longer Time in Position			X							
Years in Community	15 Years or Less			X							
	Over 15 Years				X						

Table 6. Analysis of variance for community leaders

Dependent Variable	Independent Variable	Mean	F	P
Evaluation of protection services	Area			
	— population	24.75	28.20	0.00
	— towns	26.04		
	— counties	23.64		
	Education			
	— population	24.75	5.43	0.01
	— high school graduate and less	23.34		
	— some college and vocational and business training	25.55		
	— college graduate and over	25.03		
	Race			
	— population	24.75	20.38	0.00
	— whites	25.30		
	— blacks	22.78		
Evaluation of education services	Demographic change			
	— population	14.02	4.80	0.03
	— increasing population areas	13.33		
	— stable and declining population areas	14.50		
	Area			
	— population	14.02	9.44	0.00
	— towns	14.98		
	— counties	13.36		
	Age			
	— population	14.02	2.48	0.09
	— under 31	12.45		
	— 31 to 50	14.27		
	— 51 and over	14.21		
Evaluation of community development	Demographic change			
	— population	8.50	2.79	0.10
	— increasing population areas	8.64		
	— stable and declining population areas	8.36		
	Area			
	— population	8.50	31.62	0.00
	— towns	8.88		
	— counties	7.97		
	Age			
	— population	8.50	2.69	0.07
	— under 31	8.90		
	— 31 to 51	8.57		
	— 51 and over	8.32		
	Race			
	— population	8.50	3.57	0.06
	— whites	8.42		
	— blacks	8.82		
	Income			
	— population	8.50	11.36	0.00
	— $14,999 or less	8.88		
	— $15,000 to $29,999	8.71		
	— $30,000 and over	7.99		
Evaluation of community assistance	Sex			
	— population	8.70	3.03	0.08
	— males	8.57		
	— females	9.19		
	Race			
	— population	8.70	5.91	0.02
	— whites	8.87		
	— blacks	8.00		
	Years in community			
	— population	8.70	3.45	0.03
	— under 6	7.65		
	— 6 to 21	8.91		
	— 21 and over	8.81		

Table 6. Analysis of variance for community leaders (continued)

Dependent Variable	Independent Variable	Mean	F	p
Evaluation of planning services	Demographic change			
	— population	6.76	6.30	0.01
	— increasing population areas	7.09		
	— stable and declining population areas	6.19		
	Area			
	— population	6.76	10.07	0.00
	— towns	7.28		
	— counties	6.20		
Evaluation of accessibility to health services	Demographic change			
	— increasing population areas	3.53	9.16	0.00
	— stable and declining population areas	3.28		
	Area			
	— population	3.40	13.41	0.00
	— towns	3.56		
	— counties	3.25		
	Race			
	— population	3.40	21.75	0.00
	— whites	3.49		
	— blacks	3.00		
	Income			
	— population	3.40	4.61	0.01
	— $14,999 and less	3.27		
	— $15,000 to $29,999	3.36		
	— $30,000 and over	3.58		
	Years in community			
	— population	3.40	4.49	0.01
	— under 6	3.17		
	— 6 to 20	3.59		
	— 21 and over	3.38		
Evaluation of community services	Area			
	— population	18.17	14.79	0.00
	— towns	19.07		
	— counties	16.87		
	Education			
	— population	18.17	4.08	0.02
	— high school graduate and less	19.18		
	— some college and vocational and business training	19.09		
	— college graduate and over	17.48		
	Race			
	— population	18.17	11.33	0.00
	— whites	18.63		
	— blacks	16.21		
	Income			
	— population	18.17	4.56	0.01
	— $14,999 and less	17.43		
	— $15,000 to $29,999	17.81		
	— $30,000 and over	19.46		
	Years in community			
	— population	18.17	3.17	0.04
	— under 6	16.08		
	— 6 to 20	18.48		
	— 21 and over	18.39		

Table 7. Summary of the significant findings of community leaders' evaluations of assistance and services provided community

Independent Variables	Dependent Variables													
	Protective Services		Educational Services		Community Development		Community Assistance		Planning Activities		Access to Health Care		Community Services	
	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied	More Satisfied	Less Satisfied
Town	X		X			X			X		X		X	
County		X		X	X					X		X		X
Increasing Population				X		X			X		X			
Stable or Declining Population			X							X		X		
White	X				X		X				X		X	
Black		X				X		X				X		X
Male								X						
Female							X							
Older than 31				X	X									
Younger than 31			X			X								
Six years and over in community							X				X		X	
Under six years in community								X				X		X
$30,000 and over family income					X						X		X	
Under $30,000 family income						X						X		X
High School and under		X											X	
Over High School	X													X

Attitudinal Analysis of Community Leaders

Table 6 reveals the significant results of analysis of variance for community leaders. The dependent variables considered were protection services, educational services, community development, community assistance, planning activities, access to health care, and community services. These variables comprised the evaluations of community assistance and services category as shown in Figure 1.

It may be noted that the breakdowns used for the age, education, and years in the community variables differ from those used for the analysis of variance for local officials. These breakdowns differed since the distribution of leaders' and officials' responses in relation to these variables were not alike. The primary criterion of categorization in both cases was uniformity of group sizes, with the number of groups determined by the variance of each distribution.

The analysis of mean values in Table 6 is summarized in Table 7. This table, like Table 5 for officials, contains only significant relationships between independent and dependent variables.

Some implicit information and findings obtained from the survey regarding relationships in Table 7 are:

- County residents, relative to town residents, experienced a longer response time in obtaining emergency assistance from law enforcement departments, fire departments and rescue squads.
- School facilities were more readily available to town residents than to most county residents.
- Residents of growing communities, more than those in declining and stable communities, as well as those leaders in all communities who were younger, black, and in the lower income range, were more concerned than their counterparts with the community needs for adequate and diversified housing, convenient shopping facilities, and industrial parks to help provide more employment opportunities.
- Community leaders in growth areas were more satisfied with planning partly because such areas were further advanced in the development and enforcement of zoning codes and subdivision ordinances. Also, towns had developed and applied zoning ordinances more than counties. Leaders in growth areas and in towns also indicated a greater appreciation for the need to implement plans, subdivision ordinances and zoning ordinances than did leaders in non-growth areas and counties, respectively.
- Towns had more public recreational and park facilities than counties.
- Transportation of persons within a town was less of a problem than transportation within a county.
- The lack of community services more strongly affected persons who were not in an economic position to pay for privately operated facilities and services.

Summary

The analysis in this section demonstrated that community structure and characteristics of officials and community leaders are important factors in identifying the needs and services of rural communities and relationships of such needs and services to institutional and resource capabilities.

Overall, local officials generally had consistent perceptions towards community needs and operations of local governments. On the other hand, several differences were found to exist in citizen perceptions toward community needs and services.

Area was the strongest and most consistent independent variable for both officials and citizens, i.e., the place of residence (town/county) accounted for several attitudinal differences.

IV. Capacity Building Needs and Gaps

The previous section presented relationships between independent and dependent variables. Independent variables were community structure, and characteristics of officials and community leaders. Dependent variables were perceptions of institutional and resource capabilities, needs and community services.

Analyzing needs of local officials provided a framework for identifying and evaluating the institutional and resource capabilities. As previously mentioned, capacity building and community needs were interrelated and affected by community leaders' evaluation of community services. A capacity building gap will occur implicity, when the institutional and resource capabilities do not completely meet the capacity building needs. In other words, a capacity building gap remains unclosed until the differences between the capabilities and needs are equilibrated.

The process of analyzing community structures and attitudinal characteristics of officials and community leaders provided additional knowledge about institutional and resource capabilities and the relationships between these capabilities and community and capacity building needs.

This section concentrates on analyzing relationships between institutional and resource capabilities and capacity building needs. When needs exceed capabilities, specific gaps will be identified and discussed.

The major capacity building needs identified were: 1) fiscal; 2) staffing; 3) planning; 4) citizen participation; and 5) intergovernmental coordination. Table 8 shows these five needs along with other needs that received lower ratings from officials. Construction of table 8 followed the methodology used in constructing tables on community needs. Most capacity building needs and institutional and resource capabilities were interrelated. The following discussion will emphasize major linkages between these two areas.

Fiscal

Internal and external demands have created additional pressures for new fiscal resources at local levels of rural governments. Major pressures creating these demands, basically, have arisen in four related areas. The areas are: 1) demands for new and expanded services; 2) inflation; 3) dispersal of residential growth; and 4) state and federal laws and regulations.

Internal demands have primarily occurred from citizen demands for new, expanded, or improved services in such areas as engineering and public works, recreation and education. These areas were given high priority ratings by both officials and community leaders and directly affect the quality of life. Appendix B contains additional information on other needs of the community.

Another source of internal demand was the dispersal of residential growth and development throughout rural areas. The failure to fully realize the necessity of coordinating land-use planning and utility planning was evident in some areas. Ineffective planning of utilities, especially sewer and water, fosters ineffective land-use planning. Residential growth placed financial and other resource pressures on police, volunteer fire and rescue squads, housing, education, recreation and transportation.

External fiscal demands primarily resulted from state and federal mandates and regulations. Local

Table 8. Capacity building needs as indicated by rural local officials.

Capacity Building Needs	TOWNS												COUNTIES								All Rural Communities	
	Demographic Area I[a]						Demographic Area III[c]				All Towns		Demographic Area II[b]				Demographic Area IV[d]				All Counites	
	1[e]		2[e]		1 + 2[e]		5[e]		6[e]		5 + 6[e]		3[e]		4[e]		3 + 4[e]		7[e]		8[e]		7 + 8[e]			
	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank	Rate	Rank
Fiscal	47	1.0	72	1.0	119	1.0	68	1.0	52	1.0	120	1.0	229	1.0	41	1.0	37	1.0	78	1.0	90	1.0	84	1.0	174	1.0	252	1.0	499	1.0
Staffing	33	2.0	-	-	48	2.0	20	2.0	17	2.0	37	2.0	85	2.0	22	3.0	22	2.0	44	2.0	5	6.0	10	4.0	15	3.0	59	2.0	144	2.0
Planning	7	4.5	10	2.0	17	3.0	5	3.5	14	3.0	19	3.0	36	3.0	21	4.0	15	3.0	36	4.0	10	4.0	4	6.0	14	5.0	50	4.0	86	3.0
Citizen Participation	7	4.5	5	4.0	12	4.0	3	5.5	11	4.0	14	4.0	26	4.0	-	-	8	5.0	8	6.0	20	2.0	27	2.0	47	2.0	55	3.0	81	4.0
Intergovernmental Coordination	10	3.0	-	-	10	6.0	5	3.5	8	5.0	13	5.0	23	5.0	27	2.0	11	4.0	38	3.0	3	7.5	-	-	3	9.0	41	5.0	64	5.0
Insensitivity to Needs of all Citizens	4	7.0	7	3.0	11	5.0	3	5.5	3	8.5	6	6.0	17	6.0	12	5.0	-	-	12	5.0	10	4.0	-	-	10	7.0	22	6.0	39	6.0
Citizen Relationships/ Conflicts	5	6.0	4	5.0	9	7.0	-	-	4	6.5	4	7.5	4	7.5	-	-	2	7.0	2	8.0	10	4.0	4	6.0	14	5.0	16	7.0	20	7.0
Providing Services	-	-	-	-	-	-	-	-	4	6.5	4	7.5	4	7.5	-	-	-	-	-	-	-	-	14	3.0	14	5.0	14	8.0	18	8.0
Legal Limitations/State Code	-	-	-	-	-	-	-	-	3	8.5	3	9.0	3	9.0	2	6.0	4	6.0	6	7.0	3	7.5	4	6.0	7	8.0	13	9.0	16	9.0

Footnotes:
a. Demographic Area I -- Communities where population was increasing at a rate above the state average because of industrial development.
b. Demographic Area II -- Communities where population was increasing at a rate above the state average for reasons not primarily related to industrial development.
c. Demographic Area III -- Communities where population has been relatively stable for several years.
d. Demographic Area IV -- Communities where population was declining.
e. Communities: Community 1 (town); Community 2 (town); Community 3 (county); Community 4 (county); Community 5 (town); Community 6 (town); Community 7 (county); Community 8 (county).
f. Fiscal -- Includes responses about finances, mandates and regulations.

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officials related many of their financial problems to the increasing number of mandates and the unrealistic nature of many mandates placed on them by higher levels of government in recent years. These mandates require local governments to carry out programs to meet national and state goals in a manner prescribed by state and/or federal laws and regulations. Both towns and counties are having to respond to mandates requiring that sewerage and water systems conform to updated pollution and health standards. Counties in Virginia have, in recent years, been required to provide for solid waste disposal; to enforce state building codes; to respond to new regulations dealing with air pollution, erosion and sediment control; and to meet requirements placed on local school systems as to size of classes; and to provide special educational opportunities for handicapped students. Counties were affected by more state and federal mandates than towns but town officials also expressed frustration, particularly, in the area of sewer and water.

Officials were frustrated over the number of mandates placed on them in a relatively short period of time from various state and/or federal agencies and believed that many of the requirements were unrealistic when applied to rural communities. Officials stated that time lags, between obtaining approval of grants and/or loans and actual construction of a capital project, had resulted in sharp increases in total costs over initial cost projections. Examples were also cited wherein local funds had been used to make costly consultant studies which were not relevant when completed because of changes in mandated requirements.

Officials stated that mandates tended to set local priorities, thus diminishing their decision making authority on the use of available funds. Mandates also impacted directly on the resource and program implementation capabilities of local governments since ongoing operations resulting from mandates affected the number and quality of resources needed at the local level.

Officials acknowledged that considerable financial help was provided by the state in ongoing programs such as education, health services and welfare. Even in such programs, however, upward adjustments in state aid formulas tended to lag behind cost increases. Also, in many cases, funding proportions were changed to require more local input after programs were initiated with state and/or federal funds. However, local officials were generally well pleased with the general revenue sharing concept which gave them more flexibility in use of funds.

Other cost pressures were the result of many socioeconomic programs at the federal level. Programs and regulations related to the Occupational Safety and Health Administration, Davis-Bacon requirements, unemployment compensation, insurance and retirement have increased the financial burdens on local communities. To further complicate cost-effectiveness of government, most of these regulations were cost increasing in nature with no relationship to productivity.

Inflation has added two major constraints to fiscal planning and budget making processes. First, once a budget has been prepared and implemented, it is very difficult for a local government to absorb increased costs in supplies, equipment, consulting services and capital projects. Cost absorptions will either result in service and program reductions, service inefficiencies, or employment reductions. Second, the process of long-run planning becomes more necessary, and capacity building needs in staffing and general planning further exacerbate the situation.

Local taxing authorities were set by the state (Appendix D) with property taxes being the major source of local tax revenues. A relatively narrow tax base is used to meet many citizen demands for new and improved services and external demands. The regressive nature of property taxes along with citizen desires to avoid additional tax increases has created additional financial burdens on local governmental coffers.

Community leaders were aware of financial constraints on their local governments. Their major criticism was uncertainty in the amount of state and federal funds available to localities from year to year.

Present institutional and resource capabilities were not meeting the fiscal capacity building needs. The lack of money to get the job accomplished was found to be the largest capacity building gap. Also, ways to close this gap are largely beyond the capabilities of rural governments.

Summary of causes of capacity building needs and gaps — **Fiscal**

Cause:	Gap:
• New and expanded services Higher citizen expectation Mandates Regressive nature of local revenues	• Lack of adequate local tax revenues Uncertainity of state and federal funds Red tape in obtaining state and federal funds Number of inconsistent and unrealistic mandates Ineffective local planning and planning support
• Residential growth and development	• Ineffective local planning Lack of funds to provide services Revenues lag behind increases in service costs
• State and federal laws and regulations	• Lack of adequate budgeting for personnel costs
• Inflation	• Inability to absorb increased costs Ineffective long-run costs and benefit projections

Staffing.

Major causes of capacity building needs in this area were: 1) general personnel problems; 2) training; and 3) technical assistance.

The type of programs and services provided by rural governments vary in degree, not in number, when compared to non-rural and larger local units of government. Also, mandated programs and the demand for new and expanded services have created additional pressures on existing staff. Small full-time staffs and the relatively low salaries of staff personnel are major constraints on the general operation of rural governments.

In counties, professional persons employed in education, welfare, health and police services were required to meet certain basic accreditation standards with state funds covering a considerable portion of the salary. Also, the county constitutional officers and members of their staffs were partially paid by the state.

The county board of supervisors was directly responsible for day-to-day activities in areas such as public works, planning, enforcement of building, subdivision and zoning ordinances and codes, recreation, and animal protection. The county administrators and their limited staffs worked directly for the board of supervisors and were generally involved in details of programs as well as overall management. Only one county had a planner and none had a full-time engineer. Salaries of county administrators and their staffs were set and paid by the county with little or no financial assistance from the state.

In the towns, the mayor, under the mayor-council form of government, was actually vested with the responsibility for the general administrative supervision of all departments (Virginia Municipal League, et al., 1972). Towns, generally, had full-time managers who were responsible for the coordination of the various town departments and services as authorized by the town council.

Table 9 shows the perceptions of local officials in attracting and retaining qualified and efficient staff. Low staff salaries were a major concern of 76 percent of all officials. In counties there were other concerns in such areas as job advancement, inadequate cultural opportunities, services and fringe benefits.

Town officials were very concerned about recruiting and retaining staff professionals in light of increasingly complex requirements and the lack of financial assistance for personnel being received from the state.

Officials expressed much concern that town

Table 9. Local officials' perceptions toward attracting and retaining qualified and capable personnel.

	No Problem			Slight Problem			Large Problem			Potential Problem		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
	%	%	%	%	%	%	%	%	%	%	%	%
Training Programs	59	60	59	23	30	28	15	6	11	3	2	2
Possibility of Advancement	43	40	41	15	36	26	33	19	25	10	4	7
Physical Attractiveness of the Area	83	72	77	13	28	21	5	0	2	0	0	0
Cultural Attractiveness of the Area	66	32	48	22	45	34	12	23	18	0	0	0
Availability of Services	76	32	52	10	34	23	12	34	24	2	0	1
Retirement Benefits	63	75	69	10	17	14	20	9	14	8	0	3
Other Benefits	53	38	45	15	28	22	23	32	28	10	2	6
Salary	15	32	24	22	44	33	61	24	41	2	0	1

Table 10. Officials' participation in and evaluation of training sessions.

	Towns %	Counties %	Total %
Participated in training session in past two years	54	84	70
Attended no session	46	16	30
Attended one session	19	22	20
Attended two sessions	19	24	22
Attended three or more sessions	16	38	28
Attended sessions sponsored by:			
Virginia Municipal League	35	2	17
Virginia Association of Counties	0	30	16
Colleges, Universities	9	30	20
State agencies	14	26	20
Professional organizations	12	28	20
Other groups	12	36	24
Evaluation of training:			
Unfavorable	17	12	13
Favorable	75	79	78
Unclassified	8	10	9
Invitation to training session turned down	72	82	77
Primary reason for not attending:			
Inconvenient (time, date, location)	24	12	18
Could not take time to attend	67	76	72
Cost	0	2	1
Distance	6	0	3
Course content	3	5	4

managers and county administrators were subjected to considerable public pressures, long hours of work and were required to handle assignments that were delegated to staff personnel in larger governmental jurisdictions. This had discouraged many qualified persons from accepting employment or remaining in such positions.

Table 10 shows local officials' participation in and evaluation of training and continuing education programs. Officials stated that training and educational assistance was available from such outside assistors as state and federal agencies, planning district commissions, educational institutions and public interest groups.

County employees involved in education and welfare were generally provided training opportunities and, in some instances, were required to attend training sessions on a scheduled basis. County and town law enforcement officers were required to take state supervised training courses prior to being certified for permanent appointments. Thereafter, refresher courses were required on a scheduled basis. Similar training requirements were placed on monitors of wastewater treatment plants. Generally, training opportunities were indicated as being less available to those involved in general administration and public works activities. Rural governmental officials with small staffs had considerable difficulties in allocating time for outside training sessions scheduled during working hours.

Eighty-four percent of the county officials stated they had attended one or more training sessions in the preceding two year period as compared to 50 percent of the town officials attending training sessions in that period. Mayors and town councilmen most frequently mentioned the Virginia Municipal League, while members of the board of supervisors cited the Virginia Association of Counties as the principal sponsor of sessions they attended. Sessions sponsored by colleges, universities, and community colleges were attended by 30 percent of the county and 9 percent of the town officials. Seventy-eight percent of local officials attending training sessions rated the sessions good to excellent.

The fact that existing training opportunities were not widely utilized was evident when about 75 percent of all officials had not attended sessions to which they had been invited. Primary reasons given were lack of time and distance to the training site. Apathy of officials also appeared to be a factor for not participating in training.

Table 11 shows the percent of local officials utilizing publications or guidelines. The use factor was found to be low. One reason was the confusing manner in which many guidelines and publications were prepared. In general, local officials and their staffs did not have time to read voluminous documents to find a simple yes or no answer. The most widely used publications were the Virginia Code, 1950, revised, and handbooks for officials prepared by public interest groups.

Table 11. Percent of local officials utilizing publications or guidelines.

Type of Publication/Guidelines	Towns	Counties	Total
Periodicals	32	32	32
Official publications	19	44	32
Handbooks	28	34	31
Association newsletters	5	20	13
Professional journals	0	8	4
Other	7	16	11
None	51	8	28

In the study, each official was asked to comment on 98 local government functions. Specifically, they were asked their perception on whether the functions or practices were:1) handled with little or no outside assistance; 2) handled with assistance from the public sector; 3) handled by private firms; or 4) functions in which the local government needed more assistance from the public sector than was currently available. If a specific function was not performed locally, officials were asked to indicate that fact. A compilation of the replies is shown in Table 12.

Table 12. Local officials' perceptions of their capabilities to handle various functions. (Percentages)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Government Organization																		
Draft charters, rules and regulations	65	62	63	21	28	25	0	2	1	0	2	1	0	0	0	12	8	10
Management studies	35	20	27	33	54	44	0	4	2	16	16	16	0	2	1	14	6	10
Finances and Administrative Planning																		
Operating budgets:																		
Use as management mechanisms	84	70	76	0	6	3	0	0	0	0	12	7	2	4	3	14	8	11
Budget preparation	74	86	81	2	10	7	0	0	0	5	4	4	0	0	0	19	0	8
Budget priorities	84	88	86	0	6	3	0	0	0	0	6	3	0	0	0	16	0	8
Budget flexibilities	74	90	83	2	6	4	0	0	0	7	2	4	0	2	1	15	2	8
Citizen participation	63	70	67	2	0	1	0	0	0	0	4	2	19	24	21	16	2	9
Incorporate federal and state mandates	72	54	62	12	36	25	0	0	0	0	0	3	2	0	1	14	10	9
Audit	0	0	0	21	44	33	69	54	61	0	0	0	0	0	0	12	2	6
Evaluate control procedures and accounting systems	33	18	25	16	20	18	14	38	29	12	12	12	2	2	2	18	10	14
Evaluate program effectiveness	74	30	51	5	26	16	0	2	1	0	28	15	5	6	1	16	8	12
Preparation and sales of bonds.	7	2	4	28	48	39	26	18	22	2	8	5	12	4	8	25	20	22

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Table 12. (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Purchasing																		
Centralized	67	66	67	2	6	4	5	2	1	0	10	7	16	10	13	10	6	8
Specifications	74	42	57	2	18	11	7	4	5	5	30	18	2	0	1	10	6	8
Bidding procedures	84	88	86	0	4	2	0	0	0	7	2	4	0	0	0	9	6	8
Inventory control	77	74	75	0	2	1	0	0	0	5	4	4	7	6	7	11	14	13
Interjurisdictional arrangements	40	48	44	19	28	24	0	0	0	12	8	10	21	6	13	8	10	9
Utility accounts, records, rate setting	61	NA	28	19	NA	10	5	NA	2	2	NA	2	0	100	47	13	8	11
Insurance coverage	86	80	83	2	6	4	0	2	1	0	6	3	0	0	0	12	6	9
Capital Projects																		
Determine feasibility	16	14	15	12	26	19	46	36	41	12	18	15	0	0	0	14	6	10
Determine service potential	16	12	14	7	36	22	54	26	39	12	20	16	0	0	0	11	6	9
Determine functional operation of program	33	18	25	9	42	27	33	16	25	12	18	15	0	0	0	13	6	9
Analyse efficiencies of physical facilities	40	32	36	7	26	17	26	20	23	9	16	13	0	0	0	18	6	11
Determine financial arrangements	37	28	32	16	20	18	19	20	20	14	24	19	0	0	0	14	8	11
Determine labor requirements	28	14	20	23	48	37	23	12	17	9	20	15	2	2	2	15	4	9
Analyze and evaluate consultants' recommendations	42	38	40	11	6	9	0	0	0	33	52	43	0	0	0	14	4	8
Conduct a referendum	79	90	85	2	4	3	0	2	1	5	0	2	0	0	0	14	4	9

NA - Not applicable

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Table 12 (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Intergovernmental liaison	49	46	47	33	48	41	0	0	0	7	4	6	2	0	1	9	2	5
Prepare environmental impact studies	2	0	1	35	70	54	28	12	19	21	14	17	0	0	0	14	4	9
Establish and revise capital improvement budgets.	63	60	61	14	28	21	0	0	0	7	6	7	2	2	2	14	4	9
Conformity to local planning	54	38	45	28	52	41	0	0	0	0	4	2	2	2	2	16	4	10
Legal resources	74	74	74	5	6	5	5	16	11	0	0	0	2	0	1	14	4	9
Prepare applications for state and federal grants or loans	14	36	26	44	46	45	23	6	14	7	8	7	0	0	0	12	4	8
Data Management and Use																		
Handle and store	58	40	49	0	26	14	0	6	3	21	10	15	0	2	1	21	16	18
Use in decision making	19	32	26	21	22	22	0	0	0	42	36	39	0	0	0	18	10	14
Use of data processing	33	14	33	7	6	7	12	52	28	0	6	9	30	16	23	18	6	12
Building Codes																		
Conformance to state regulations	14	76	47	NA	12	12	0	0	0	NA	4	2	77	2	32	7	6	6
Enforcement	23	66	47	NA	24	13	0	0	0	NA	4	2	77	0	30	9	6	8
Planning																		
Land use and comprehensive planning	5	2	3	77	86	82	0	0	0	2	6	4	2	0	1	14	6	10
Preservation of agriculture lands	2	8	5	38	76	58	0	0	0	0	8	4	49	2	24	12	6	9
Update comprehensive plan	16	12	14	61	78	70	0	0	0	0	2	1	7	0	3	16	8	12

NA - Not applicable

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Table 12. (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firm			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Zoning and subdivision ordinances	26	28	27	65	62	63	0	2	1	0	2	1	0	0	0	9	6	8
Use of sludge and waste water	19	NA	9	14	NA	6	5	NA	2	14	NA	6	23	100	57	25	6	16
Personnel Administration																		
Recruitment policy	81	76	79	5	18	12	0	0	0	7	2	4	2	4	3	5	0	2
Develop appropriate job classifications	49	34	41	19	56	39	0	0	0	7	2	4	18	8	13	7	0	3
Determine pay schedules	91	20	53	2	80	44	0	0	0	2	0	1	0	0	0	5	0	2
Conformance to state standards	30	28	29	49	64	57	0	0	0	9	0	4	0	6	3	12	2	7
Measure employee productivity	77	72	74	2	16	10	0	0	0	9	0	4	7	12	10	5	0	2
Establish fringe benefit priorities	67	68	68	2	24	14	0	0	0	14	6	10	5	0	2	12	2	6
Employee development program	30	32	19	5	24	15	0	0	0	7	2	4	47	42	44	11	0	6
Equal Opportunity Employment regulations	81	74	77	9	26	19	0	0	0	0	0	0	0	0	0	10	0	4
Establish disciplinary procedures	91	80	85	3	14	9	0	0	0	2	0	1	2	4	3	2	2	2
Enforce conflict of interest rules	65	80	73	3	14	9	0	0	0	2	2	2	9	0	4	21	4	12
Employee appeals	86	84	85	8	10	9	0	0	0	2	2	2	2	2	2	2	2	2
Determine training needs	49	36	42	53	62	49	0	0	0	7	2	4	5	0	2	6	0	3
Develop training guides	12	12	12	37	68	54	0	0	0	9	2	5	28	16	22	14	2	7

"A - Not applicable

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Table 12. (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Provide training for officials	0	0	0	86	96	92	0	0	0	0	4	2	0	0	0	14	0	6
Provide specialized training for employees	5	2	3	84	94	90	0	0	0	0	2	1	0	0	0	11	2	6
Provide training opportunities for volunteer workers	5	2	1	70	66	68	0	0	0	0	6	3	12	12	12	13	14	16
Develop employee interchange programs	40	52	47	14	22	18	0	0	0	12	6	8	16	10	13	18	10	14
Local governmental use of employees vs. use of private firms	82	90	86	5	6	5	0	0	0	2	2	2	0	0	0	11	2	7
Intergovernmental Relations																		
Obtain information on federal and state programs	14	18	16	61	68	65	0	0	0	12	12	12	0	0	0	13	2	7
Consolidate services	42	32	37	33	58	46	0	0	0	9	2	5	5	2	3	11	6	9
Citizen Participation																		
Inform citizens of local government actions	74	76	75	5	4	4	0	0	0	5	16	11	0	0	0	16	4	10
Conduct citizen participation forums	61	56	58	2	18	11	0	0	0	5	2	3	12	16	14	20	8	14
Conduct public hearings	91	94	93	0	6	3	0	0	0	0	0	0	0	0	0	8	0	4
Coordinate with advisory boards and commissions	84	94	89	2	4	3	0	0	0	0	0	0	0	0	0	14	2	8
Administration, Supervision and Operation of Programs Related to:																		
Public safety																		
Police services	5	2	3	84	92	88	0	0	0	2	2	2	0	0	0	9	4	7

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Table 12. (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Fire protection and prevention	23	38	31	65	46	55	0	0	0	0	10	5	0	0	0	12	6	9
Rescue squad services	19	42	31	65	48	56	0	0	0	0	4	2	5	0	2	11	6	9
Coordination of programs	35	56	46	54	18	35	0	0	0	0	6	3	2	4	3	9	16	13
Engineering																		
Refuse collection and disposal	47	28	37	49	4	25	0	62	33	0	4	2	0	0	0	4	2	3
Water supply and distribution-engineering and planning	9	2	5	9	12	11	63	52	57	9	8	9	0	18	10	10	8	8
Water supply and distribution-maintenance	86	NA	40	2	NA	1	2	NA	1	0	NA	0	0	100	45	10	22	11
Sewerage disposal and treatment-engineering and planning	0	2	1	7	14	11	77	50	62	7	6	7	0	20	11	9	8	8
Sewerage disposal and treatment-maintenance	79	NA	37	0	NA	1	0	NA	0	0	NA	0	12	100	50	9	16	12
Street and road construction	2	NA	1	63	NA	31	26	NA	11	0	NA	0	0	100	48	5	6	7
Street and road maintenance	26	NA	12	65	NA	32	0	NA	0	0	NA	0	0	100	50	9	4	7
Building construction	26	40	33	5	20	13	51	32	41	0	0	0	2	0	1	16	8	12
Building maintenance	91	86	88	0	4	2	0	6	3	0	0	0	0	0	0	9	4	7
Equipment maintenance	49	54	52	0	2	1	44	24	33	0	0	0	0	10	5	7	10	9
Health and Welfare																		
Public housing projects	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	100	100	100	16	0	10
Medical facilities	NA	2	1	NA	98	53	NA	0	0	NA	0	0	100	0	39	23	0	7

NA - Not applicable

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Table 12. (continued)

Functions	Handled with little or no outside assistance			Handled with assistance from public sector			Handled by private firms			More assistance needed from public sector			Not involved			Non-answer		
	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total	Towns	Counties	Total
Help for physically handicapped	0	0	0	NA	98	50	0	0	0	NA	2	1	100	0	41	12	4	8
Help for mentally handicapped	0	0	0	NA	94	50	0	0	0	NA	2	1	100	2	42	12	2	7
Assistance to underprivileged	0	0	0	NA	98	53	0	0	0	NA	2	1	100	0	41	12	0	5
Youth counseling	0	0	0	NA	96	52	0	0	0	NA	2	1	100	0	41	12	2	6
Assistance to aged	0	0	0	NA	98	61	0	0	0	NA	2	1	100	0	31	14	0	7
Park and Recreation																		
Acquisition of land	81	74	77	0	6	3	0	0	0	2	0	1	0	0	4	17	[illegible]	15
Community center	37	29	33	5	36	11	0	0	0	2	0	1	37	21	9	16	14	16
Park management	72	18	43	2	8	5	0	NA	0	2	NA	0	11	54	35	29	20	17
Educational and Cultural																		
School curricula	NA	2	1	NA	96	53	0	0	0	NA	0	1	100	0	40	0	2	5
School facilities	NA	8	4	NA	90	50	0	0	0	NA	0	1	100	0	40	0	2	5
Library operation	NA	36	19	NA	36	37	0	0	0	NA	2	1	49	20	33	14	6	10
Economic Development																		
Ability to conduct economic planning studies	0	0	0	56	78	68	7	6	5	2	6	4	9	0	9	26	10	16
Ability to promote industrial growth	23	22	22	57	50	44	0	0	0	7	10	9	9	6	8	24	12	17

NA - Not applicable

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In the area of technical assistance, local officials expressed confidence in their ability to handle details of management and operations in: preparation and control of operating budgets; administration of sewerage and water systems (including establishment of rates); and purchasing, renovation and general maintenance of public property and facilities.

Over 28 percent of county officials expressed a need for outside assistance in evaluating the cost-effectiveness of various programs. Town officials, relative to county officials, perceived less need for additional assistance in this area. The greater scope of activities at the county level basically accounts for these perceptive differences. Overall, officials expressed the need for more emphasis on evaluation of services, particularly in view of steadily increasing personnel and equipment costs.

Most county and town officials indicated that, with assistance currently available, they were able to handle matters relating to personnel administration. Actually, county personnel administration procedures were closely aligned to those of the state. A number of officials acknowledged that their local governments had done very little in developing appropriate job descriptions, in making provisions for employee advancement, and in developing training guides.

Capacity building needs of rural governments were very apparent in the entire area of capital projects. This area included long run and expensive undertakings in the planning, construction, and operation of sewerage and water systems, sanitary landfills, education and recreational facilities.

All towns were involved in the distribution of water and three towns operated sewerage systems. Counties were not operating such systems but were beginning to become involved as small towns and unincorporated communities turned to counties for assistance in these areas.

A majority of county and town officials stated that heavy reliance was placed on private firms for planning and engineering assistance in sewerage and water activities. Over half of the county and a third of the town officials specifically expressed the need for assistance from a non-private source to help them analyze and evaluate outside consultant recommendations prior to making final decisions on capital-type projects.

About one-fourth of the county and one-fifth of the town officials indicated more help was needed in determining future operating costs and revenues from capital improvements in order to determine the kind of financing mix that should be developed to pay for the project. Other areas in which county officials, in particular, indicated a need for more assistance from public institutions were in: conducting feasibility studies; determining service potentials of a project; projecting future manpower and special skill needs of projects; and preparing environmental impact studies.

These needs and the heavy reliance on private firms reflect the lack of special types of professional staff expertise in rural governments. Officials emphasized that any assistance provided by a public institution in capital project areas must be professionally competent, readily available, aware of unique problems specific to rural areas, and free of conflicts of interest. For capital projects directly related to mandated programs, local officials expressed the need for an effective and coordinated technical assistance program on the part of federal and state agencies.

Local officials expressed the need for professionalism in carrying out capital projects since any error on the part of decision makers would be extremely costly to citizens. Also, town officials generally expressed confidence in their local governments' abilities to maintain and operate utility systems once in place. However, they were concernd about financial constraints resulting from mandates requiring additional and specially trained operating personnel.

Most staffing needs, unlike fiscal needs, could likely be met with changes in the institutional and resource capability network at local and state levels. This will be clearly evidenced in the recommendations of this study.

Summary of causes of capacity building needs and gaps — **Staffing**

Cause:	**Gap:**
• **General personnel problems**	• **Lack of adequate funds** **Insufficient qualified staff** **Unattractive work environment** **Relatively low salaries** **Lack of adequate supervision**

Cause:	Gap:
• Training	• Few training opportunities for persons in administration and public works relative to other staff positions Time and distance factors General apathy toward written publications
• Technical assistance	• Inadequate technical assistance Inadequate program evaluation expertise Lack of timely information and data Lack of coordinated technical assistance for mandated programs

Planning.

This area of capacity building definitely involves the other four capacity building areas. Even if adequate institutional and resource capabilities existed to meet community needs, inefficiencies in the use of resources would occur without effective local planning processes.

The future autonomy and viability of rural governments are related to their abilities and capabilities to plan and to adjust to internal and external changes. Major causes of capacity building needs in this area were: 1) citizen demands for new and expanded services; 2) mandated programs at the federal and state level; 3) inflation; 4) regressive nature of local revenues; 5) community desire to increase the industrial base, recreation, and simultaneously preserve productive agricultural land; and 6) insufficient data and information

Local governments' ability to evaluate and meet internal demands and simultaneously meet external demands requires effective short-run and long-run planning. The efficient use of resources is a necessary requirement of effective governmental operations. Planning is perhaps more complicated in governmental operations than in the private sector since benefits and the cost-effectiveness of governmental programs are more difficult to estimate or measure quantitatively. As previously mentioned, evaluation of program effectiveness was a high priority need of local governments.

All areas had developed comprehensive plans and subdivision ordinances as required by the state. However, capacity building gaps were found to exist in carrying out plans. In many cases, general decision making processes at the local level did not consider such plans. Citizens often did not understand the comprehensive plans and/or did not enthusiastically support the plans. The latter was evidenced when over 20 percent of the community leaders stated that they had no knowledge or opinion regarding the comprehensive plans and about 30 percent gave no answer regarding subdivision ordinances (Appendix B). This situation also relates to citizen participation, a capacity building need that is discussed later in this section.

Among the principal concerns was the need to preserve productive agricultural land and to reduce the shifting of productive agricultural land to non-agricultural uses. Ninety-four percent of county leaders and 66 percent of town leaders thought their governments should take more positive actions to preserve this limited resource (Appendix B). Also, the younger the person, the stronger was their expressed concern to preserve productive agricultural land. Without effective land-use planning, many rural communities are on a collision course, i.e., large lot zoning for individual family units, the desire to preserve agricultural land, and desires for additional industrial growth and recreation will, in the future, come into direct conflict with one another.

Two needs were found to be apparent in data and information available to local communities. First, most available data and information were described as confusing, incomplete, outdated and ineffectively communicated; and second, rural communities needed outside assistance in evaluating and interpreting the data, especially as to how the data would relate to a given community. Data needs varied widely, ranging from information on natural resources to changes and trends in population, housing, income and the labor force. Due to the importance of data in decision making and planning,

the need to have data in a manner that is understandable and relevant was stressed by local decision makers.

Institutional and resource capabilities beyond those of local governments generally will be needed to meet the first four causes of capacity building needs related to planning. Basically, the capabilities are identical to those discussed in the fiscal area. It is anticipated that changes in institutional and resource capabilities at the local and state level can meet the issues of land use and use of data.

Summary of causes of capacity building needs and gaps — **Planning**

Cause:	Gap:
• Citizen demands for new and expanded services	• Lack of adequate local tax revenue
Mandated programs	Uncertainty of state and federal funds
Inflation	Red tape in obtaining state and federal funds
Regressive nature of local revenues	Number of inconsistent and unrealistic mandates
	Ineffective local planning and planning support
• Land-use pressures	• Land-use plans are not effectively used in decision making processes
	Lack of citizen understanding and support
• Insufficient data and information	• Lack of timely and accurate data
	Lack of evaluative capabilities

Citizen Participation.

The role of citizens in local government was viewed from three perspectives: 1) volunteer work; 2) participating in planning and policy meetings; and 3) holding public office.

Fire protection and rescue squad activities were completely performed by volunteers and no major capacity building gaps were found. There was also considerable volunteerism in library, recreational, cultural and human resource activities. Some of the communities had active community action programs which utilized both paid and volunteer personnel in providing services to the youth, elderly, and persons with low incomes and special problems. Over 90 percent of the community leaders rated the quality of service performed by volunteers as good to excellent (Appendix B).

Officials expressed concern about the unwillingness of many qualified citizens to serve on boards, commissions, or to seek public office. Major constraints for lack of citizen involvement in these areas were: time commitments; public liability; disclosure requirements on private holdings; possibility of being accused of conflict of interest; harassment by fellow citizens and the media; and restrictions placed on officials by the Freedom of Information Act.

Citizen attendance and participation at local policy meetings were found to be very low except when highly controversial issues, or issues of a personal nature, were being discussed. Additional factors causing citizen apathy were: lack of knowledge about local government; inadequate communication between officials and citizens regarding local issues; and the scheduling of public hearings and policy meetings at times that conflicted with work schedules of most citizens.

County officials perceived citizen participation as more of a problem than town officials. This can be partially attributed to the fact that population was more dispersed in counties and contact between officials and citizens was less frequent.

Local institutional and resource capabilities can be strengthened to meet many of the capacity building needs in the area of citizen participation. As will be reflected in the recommendations, outside assistance will not be needed to any large extent.

Summary of causes of capacity building needs and gaps — **Citizen Participation**

Cause:	Gap:
• **Time commitments** **Public Liability** **Conflict of interest** **Harassment** **Freedom of Information Act**	• **Inadequate participation of qualified persons in management, decision making and policy areas.**
• **Lack of knowledge about local government** **Inadequate communication between officials and citizens** **Poor scheduling of policy meetings**	• **Loss of citizen input** **Ineffective planning process** **Loss of citizen support of community efforts**

Intergovernmental Coordination.

As rural governments, with limited financial and personnel resources, became involved in more complex activities, additional attention was focused on coordinating activities with other levels of governments and other local jurisdictions.

Major factors giving rise to capacity building needs in this area were: 1) duplication of governmental efforts; 2) high cost of specialized personnel and equipment; and 3) complex and comprehensive mandates.

Local officials recognized the need to be kept informed on federal and state programs that affect local jurisdictions, and elected officials relied heavily on their managers or administrators for such information. The number and frequency of program changes make this a time consuming job for senior appointed officials. Information was received from various sources including planning district commissions, state and federal agencies, public interest groups and private institutions. The voluminous nature of information created a major problem since rural governments did not have adequate staff personnel to read and digest the material. A primary factor causing a capacity building need in this area was the lack of a centralized distribution system of information to rural governments.

Officials indicated that general assistance was available from planning district commissions in working out agreements for consolidation of services with other governmental jurisdictions. Several examples of joint governmental efforts were: arranging for continuous dispatcher service to receive emergency calls for police, fire department and rescue squads; sharing a roving manager; sharing investigative and technical personnel in crime detection and prevention; arranging water purchases from other jurisdictions or regional authorities; and developing regional sewerage systems and operating regional solid waste disposal systems.

Community leaders frequently expressed the need for more intergovernmental coordination to control costs and improve quality of services. Officials also were aware of the need for more coordination but expressed some reluctance to share decision making powers with other jurisdictions.

Summary of causes of capacity building needs and gaps — **Intergovernmental Coordination**

Cause:	Gap:
• **Mandates** **Program changes** **Lack of technical knowledge** **Lack of funds** **Different requirements by agencies conducting similar programs**	• **Parochialism** **Lack of information and communication** **Lack of mechanism to satisfy mandates**

Summary

If small rural governments are to be viable and perform adequate services to their citizens, improvements must occur in the five basic areas of fiscal responsibility, staffing, planning, citizen participation, and intergovernmental coordination. The existence of capacity building gaps in these areas may cause rural areas to lose viability, become less responsive to local needs, and thwart the future development of policies and programs at the federal and state level.

V. Autonomy and Viability of Rural Local Governments

The authors believe the New Federalism must consider demands placed on rural local communities for programs and services and the supply of institutional and resource capabilities to meet the demands. Without state and federal consideration of these supply and demand factors in their policymaking processes, fiscal decisions and program developments, the issues of local government autonomy and viability will not be effectively evaluated. To the extent that local autonomy and viability are ignored in higher decisions and policies, New Federalism will be more rhetoric than real.

While autonomy and viability are important to rural citizens and officials, the entire issue of cost-effectiveness of government, at all levels, is very important today. Recent citizen revolts against rising personal property and real estate taxes, emerging philosophy to balance the federal budget, and the concept of zero-based budgeting are examples illustrating general concerns about the cost and benefits of various governmental programs and services.

This study shows that local capacity building needs can occur from either internal or external demands. These demands may then be placed on the institutional and resource capability network which contains response capabilities or abilities to create new capabilities. The response mechanism has both internal capabilities — local institutions and local resources; and external capabilities — institutions and resources beyond the local level of government. The responsive manner in which these demand and supply factors are equilibrated will determine what changes occur in autonomy, viability and governmental cost-effectiveness.

Every response from the institutional and resource capability network to meet an existing or new capacity building need will affect local autonomy and viability and will generally be cost increasing in nature. Assuming an inverse relationship between autonomy and viability, a tradeoff must take place, i.e., the local community must be willing to sacrifice a certain amount of autonomy for a gain in viability. Theoretically, this tradeoff could occur in opposite directions and local rural communities could gain autonomy at the expense of viability. However, based on this study, such a tradeoff does not appear to be particularly feasible and the long-run viability of rural communities is too important to be sacrified.

Table 13 shows alternative responses that could occur in relation to capacity building needs and the effect of responses on local autonomy and viability. Other effects may be possible but Table 13 contains the major responses for rural communities in this study. It also should be noted that a given response may contain a mix of several alternatives. Responses, other than those in Table 13 may be possible, e.g., consolidation and secession. Consolidation would occur when two or more units of government combine to form a new single unit of government. This response is likely to result in an increase in viability and a loss in autonomy to at least one unit in the consolidation process. Theoretically, at any rate, neither community would continue to exist in the sense that it did previously.

Table 13. Autonomy/viability relationships to various capacity building alternatives.

Alternative	Autonomy	Viability
Self help	No change	No change or increase
Non-directed outside assistance	No change	Increase
Shared operation	Decrease	No change or increase
Federal/state mandated assistance	Decrease	No change or increase
Do nothing	No change	Decrease or no change

A given response from the institution and resource capability network will also contain cost aspects since no free resources exist. However, the cost-effectiveness of various responses to a given need will vary. Citizen involvement through self help will require a cost in citizens' time. When citizens participate in local government, they have to give up something that could be gained with their time. If certain phases of employment are sacrificed, the cost is loss in income. If leisure is sacrificed, the cost is a reduction in satisfaction that could be gained by participating in leisure activities. Therefore, if citizens are expected to participate in government, benefits must outweigh costs, i.e., personal satisfaction must exceed personal sacrifices.

The other alternative responses also involve some costs. Non-directed outside assistance may mean consultation from a private firm which involves direct costs. Sharing of operations also involves direct costs, while federal and state mandated assistance and some forms of non-directed outside assistance usually involve indirect costs such as added clerical and officials' time.

Realistic Alternative Responses

Realistic alternative responses contained in Table 13 are defined as follows:

Self help. The ability to strengthen the viability of rural governments, on a self help basis, is highly dependent on the willingness of local citizens to support local efforts by performing volunteer services, as well as paying increased local taxes. Primary deterrents to self help are rapidly increasing governmental costs, citizen resistance to tax increases, complex requirements of mandated programs, lack of professional staff, and the underlying reluctance of many qualified citizens to become involved in policymaking roles.

Non-directed Outside Assistance. This assistance includes public and private institutions, state and federal agencies, public interest groups and private firms which communities can utilize on a discretionary basis. Effective assistance of this type may allow communities to maintain autonomy and improve viability.

Shared Operations. Shared operations can improve the viability of rural governments to perform services in which diseconomies of scale exist. Factors which are resulting in greater sharing of programs in rural areas are high per capita costs and the necessity for a number of communities to draw upon common resources to meet local needs.

Federal/State Mandated Assistance. This is the type of assistance that federal and/or state governments provide localities in carrying out mandated programs. The viability of rural governments in carrying out such programs is related to the amount, type and quality of financial and technical assistance received.

Do Nothing. This represents situations in which localities choose to take no action. In a do nothing situation, autonomy is maintained but viability declines. Reasons for inaction can be related to such factors as the lack of citizen interest in program areas, financial and personnel resource constraints, and community dislike for outside assistance, especially assistance from higher levels of government.

Effects of Internal and External Responses on Autonomy and Viability

Autonomy and viability aspects of local government involve action responses from the institutional and resource capability network, i.e., they are non-static in nature. In this context, no response is an action.

As was discussed in Section IV, a capacity building gap was defined as occurring when capacity building needs exceed responses from the network. Additionally, these responses from the network can be internal, external or a mix of both types. Schematically, gaps and responses can be considered as follows:

These responses must also be considered in terms of autonomy, viability and cost. The following equation summarizes some of the possible relationships between these three factors:

$$A \approx \frac{XK}{V}$$

where: A = autonomy
V = viability
N = capacity building need
C = institutional and resouce capacility network
G = capacity building gap
X = a particular response from the network
K = cost-effectiveness of X

A perceived need may be real or imaginary. When a real need is met with internal responses, K is absorbed internally; V increases; and A remains constant. On the other hand, an external response to a real need will cause K to be absorbed externally to the local rural community; V increases; and A decreases or remains constant.

No response to an imaginary need will result in X, K, V and A remaining constant. The principal way to differentiate between a real need and an imaginary need is to analyze the change in V. If the network does not respond to N or if the local governing body decides to do nothing and V does not decrease, then the need, in all likelihood, was imaginary.

The response alternatives in Table 13 reveal little future optimism in ways to increase the autonomy of small rural governments. However, a future goal of New Federalism ought to give consideration to policies that will increase the viability of rural governments while simultaneously maintaining, or at least, minimizing the decrease in local autonomy. Furthermore, future policies and programs must be developed in the most cost-effective manner considering the tradeoffs between viability and autonomy, if the present organizational structure of governments is to be maintained.

An effective analysis of internal and external responses to capacity building needs requires information concerning existing assistance available to local communities. For this reason, and as a basis for evaluating alternative ways to equilibrate capacity building gaps, two sources of information were used. First, local officials were asked to evaluate assistance provided to them by federal and state governments, planning district commissions, institutions of higher learning, public and private interest groups, and federal and state legislators; and second, three regional seminars were held in Virginia during the spring of 1978.

The seminars were conducted by the Virginia Department of Agriculture and Consumer Services in cooperation with the Planning District Commissions and officials of rural towns and counties in Virginia. Table 14 shows attendance at the three seminars.

The purpose of the seminars was to provide information from the eight surveyed areas to elected and appointed officials responsible for the administration and management of rural county and town governments; to provide a forum in which local, state and federal officials and other groups or organizations concerned with local government could meet and discuss capacity building needs of rural governments; and to evaluate and recommend needed responses from institutional and resource capability sources to meet the capacity building needs. Officials, community leaders and others from within and outside the eight study areas attended.

Table 14. Attendance at regional seminars in Virginia during 1978.

Source of Participants	Fredericksburg		Petersburg		Roanoke		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
County Officials and Leaders	27	25	18	15	13	12	58	18
Town Officials and Leaders	19	18	11	9	13	12	43	13
State Officials	27	26	38	32	22	21	87	26
Federal Officials	10	10	21	18	28	27	59	18
Planning District Representatives	10	10	13	11	12	11	35	11
Institutions of Higher Learning and Extension Services	6	6	13	11	13	12	32	9
General Assembly	1	1	2	2	1	1	4	1
Others	5	4	2	2	4	4	11	4
TOTAL	105	100	118	100	106	100	329	100

Table 15 shows local officials' evaluation of assistance provided by technical and professional sources. Ninety-six percent of all officials stated that assistance was received from planning district commissions in developing and updating comprehensive plans, subdivision and zoning ordinances, preparing applications for federal and state grants and/or loans; facilitating intergovernmental coordination efforts; and conducting special studies. The quality of service received a favorable rating from most officials. A concern frequently expressed by officials was that planning district commissions had insufficient resources with which to respond to community needs.

The Extension Division of the Virginia Polytechnic Institute and State University, Virginia Association of Counties, Virginia Municipal League, and state and federal legislators were other sources of assistance that were highly utilized. About 80 percent of the officials were favorably impressed with the quality of this assistance. Assistance from the Extension Service was utilized more by county than by town governments.

Tables 16 and 17 show local officials' evaluation of state and federal services provided to rural governments. The percentage of officials indicating whether they found each service area favorable or unfavorable was ranked in descending order of favorability. The degree of favorability and unfavorability for each service area was scored by multiplying the percent of favorable and unfavorable responses, respectively, by their assigned ranks. Favorable and unfavorable scores were summed for each service area to yield a total score. A relatively high quantitative total score implies a high degree of favorability on the part of officials regarding services provided in that category.

Assistance provided by the state and federal government in law enforcement, soil conservation, land use, welfare, health and education received the most favorable ratings. These activities represented service areas that have well established and effective procedures and mechanisms for joint state and local participation.

A program activity of both federal and state governments that was rated less favorably by officials was sewerage and water. Among the reasons given were: local officials had to work with different state and federal agencies on matters relating to regulations, standards, and funding assistance; regulations reduced local autonomy; and effective intergovernmental linkages of professional and financial support had not been developed in sewerage and water programs as was the case in many other areas.

Officials recognized that assistance was available from the state and/or the federal government in recreation, financial management, economic development, culture and housing but a large percentage of officials indicated that it was not being fully utilized. These programs were not mandated and thus program linkages were less developed.

These evaluations were based on the responses from officials in the eight Virginia communities. They are included in this discussion in order to indicate that the propensity for officials to utilize the institutional and resource capability network depends upon how they perceive the available assistance. When capacity building gaps occur, the officials' response is made in light of their knowledge of the availability and effectiveness of assistance.

Table 15. Officials' evaluations of help provided by selected sources of technical and professional assistance.

	Reported services utilized			Rated assistance unfavorable			Rated assistance favorable		
	Towns %	Counties %	Total %	Towns %	Counties %	Total %	Towns %	Counties %	Total %
Planning Districts	95	98	96	11	12	11	89	88	89
Association of Counties/ Municipal League	83	97	90	10	17	14	90	83	86
Community College	51	49	50	22	37	35	78	63	65
University/College	18	55	35	17	44	42	83	56	58
Extension Service	43	95	71	0	10	7	100	90	93
State Legislators	78	98	89	11	18	15	89	82	85
Federal Legislators	67	87	77	21	13	16	79	87	84

Table 16. Favorableness of state service provided rural governments.

Service area	Favorable percent	Favorable ranking	Favorable score	Unfavorable percent	Unfavorable ranking	Unfavorable score	Percent indicating service not available	Percent indicating service not utilized	Total score
Law Enforcement	83	17.0	1411.0	17	8.5	114.5	0	0	1555.5
Conservation and Land Use	78	16.0	1248.0	12	14.0	168.0	0	10	1416.0
Welfare	75	15.0	1125.0	13	12.0	156.0	0	12	1281.0
Highway and Transportation	74	14.0	1036.0	16	10.5	168.0	7	3	1204.0
Planning	68	13.0	884.0	12	14.0	168.0	8	10	1052.0
Education	67	12.0	804.0	26	4.5	117.0	0	5	921.0
Health	63	11.0	693.0	30	3.0	90.0	0	6	783.0
Personnel Training	57	10.0	570.0	19	7.0	133.0	11	13	703.0
Disaster Assistance	48	9.0	432.0	17	8.5	144.5	0	35	576.5
Equipment Assistance	36	8.0	288.0	26	4.5	117.0	4	33	405.0
Housing	33	6.0	198.0	11	16.0	176.0	5	47	374.0
Pollution	33	6.0	198.0	21	6.0	126.0	4	40	324.0
Cultural	29	4.0	116.0	16	10.5	168.0	8	48	284.0
Economic Development	33	6.0	198.0	42	2.0	84.0	6	19	282.0
Recreation	17	2.0	34.0	12	14.0	168.0	12	60	202.0
Water and Sewer	30	3.0	90.0	47	1.0	47.0	1	21	137.0
Financial Management	11	1.0	11.0	6	17.0	102.0	33	49	113.0

Table 17. Favorableness of federal services provided rural governments.

Service area	Favorable percent	Favorable ranking	Favorable score	Unfavorable percent	Unfavorable ranking	Unfavorable score	Percent indicating service not available	Percent indicating service not utilized	Total score
Conservation and Land Use	77	16.5	1270.5	10	9.0	90.0	3	10	1360.5
Law Enforcement	77	16.5	1270.5	17	4.0	68.0	6	0	1338.5
Welfare	73	15.0	1095.0	13	5.5	71.5	6	6	1166.5
Health	54	14.0	756.0	19	3.0	57.0	16	9	813.0
Education	51	13.0	663.0	20	2.0	40.0	20	6	703.0
Disaster Assistance	41	12.0	492.0	12	7.0	84.0	5	42	576.0
Housing	39	11.0	429.0	13	5.5	71.5	2	42	500.5
Equipment Assistance	35	10.0	350.0	10	9.0	90.0	21	35	440.0
Highway and Transportation	33	9.0	297.0	6	13.0	78.0	57	4	375.0
Personnel Training	17	8.0	136.0	3	16.0	48.0	69	12	184.0
Pollution	12	5.0	60.0	10	9.0	90.0	37	40	150.0
Planning	13	6.0	78.0	5	14.0	70.0	72	8	148.0
Water and Sewer	16	7.0	112.0	33	1.0	33.0	31	21	145.0
Recreation	9	4.0	36.0	9	11.0	99.0	26	56	135.0
Cultural	8	3.0	24.0	7	12.0	84.0	42	45	108.0
Economic Development	5	2.0	10.0	3	16.0	48.0	67	24	58.0
Financial Management	5	1.0	5.0	3	16.0	48.0	51	47	53.0

Information in Table 18 suggests possible institutional and resource capability responses to the major capacity building needs identified in this study.

Responses to fiscal needs appear to cause a loss in autonomy with gains in viability. However, increases in viability may be limited by the number of inconsistent and unrealistic mandates. Local rural communities must have a more significant role in identifying their specific problems and needs. Also, a continuing emphasis on regressive sources of most revenues at the local level may add to further losses in local autonomy.

Responses to staffing needs may or may not cause a decrease in autonomy, but gains in viability may be expected. The major reason for large expected gains in viability is that the capacity network already has many mechanisms and resources in place to meet these staffing needs. A more efficient utilization of resources and linkages is needed between the state and local governments and other sources of assistance.

Improvements in planning and intergovernmental coordination will definitely result in a loss of autonomy and gains in viability. Key responses from the capability network will require effective coordination and communication from all levels of government, the private sector, universities and colleges, public interest groups, and local citizens.

Citizen participation needs can be met with responses from self help and non-directed outside assistance. It is expected that such responses would have little effect on autonomy but would result in increases in the viability of the local community.

Table 18. Possible institutional and resource capability responses to capacity building needs.

	Fiscal	Staffing	Planning	Citizen Participation	Intergovernmental Coordination
Self help	x	x	x	x	x
Non-directed outside assistance	x	x	x	x	x
Shared operations		x	x		x
Federal/state mandated assistance	x	x	x		x
Do nothing					

Summary

This study identified numerous capacity building gaps which affect the autonomy and viability of rural governments. However, this study did not provide an operationalizing basis for comparing capacity building gaps of rural governments to those gaps that exist in larger governmental units. However, the Advisory Commission on Intergovernmental Relations in one of its publications (February 1974) presented general comparisons of problems of non-metropolitan areas to those of metropolitan areas in the United States. The report mentioned that non-metropolitan governments, relative to local governments in metropolitan areas, provided fewer services and contained less executive and administrative leadership capacities. Further, non-metropolitan governments exhibited diseconomies of scale, had weaker financial bases, used intergovernmental agreements less frequently, and spent a larger part of total expenditures on general control and financial administration. Counties with a population of less than 10,000 had the highest per capita expenditures of all counties. Municipalities with less than 10,000 people spent a larger percentage of their outlays on sewerage than large municipalities. The above problems found to exist in non-metropolitan areas are similar to some of the capacity building gaps identified in this study.

This study of eight rural communities cannot provide information concerning all rural communities in the United States. However, the capacity building needs that were identified by officials in these communities were needs for all the communities that were studied. Generalizations then, must be con-

sidered in the context of these Virginia communities. The authors believe that rural communities in the United States have needs, and capabilities to respond to these needs, that are similar to the communities involved in this research. The authors also feel very strongly that the issues surrounding the viability and autonomy of rural governments must be realistically considered by not only the state and federal decision makers but by the officials and citizens of local communities, themselves. In 1970, about 50 million Americans lived in communities with populations less than 2,500. Twenty-six percent of the population lived in areas considered rural by the Census Bureau (1970). Additionally, Calvin Beale (August 1976), in a paper dealing with population growth, found that between 1970 and 1974, non-metropolitan counties in the United States increased by 3.0 percent through migration while metropolitan counties grew by only 0.3 percent. Therefore, the issues that are raised by this study are not likely to decrease in importance in the near future.

APPENDIX A

Local Officials Needs Survey

(Questionnaire)

LOCAL OFFICIALS NEEDS SURVEY

Many statements concerning problems of local governmental effectiveness have been made recently. Some of these problems are outlined in this survey. Please indicate the extent to which you perceive that these various problems exist.

ID _____

DATE _____

INTERVIEWER _____

COUNTY/TOWN _____

POSITION:

( )Elected ( )Appointed ( )Volunteer

TYPE OF POSITION:

( )Administrative
( )Board of Supervisors
( )Town Councilman
( )Public works
( )Public Safety
( )Human resources
( )Supportive
( )Other _____

YEARS IN POSITION _____

PART I. CODES

CODE	COLUMN HEADING
1	Handled by local government with local resources with little or no outside help
2	Handled locally with readily available assistance from other than private firm at no or nominal cost
3	Rely primarily or solely on private firm on fee basis
4	Need outside help from other than private firm which is not now readily available
6	Local government body has no authority in this field
7	Local government not involved in this activity
8	Don't know
9	No answer
0	No opinion

PART I.	Handled by local govt. with local resources with little or no outside help. 1	Handled locally with readily available assistance from other than private firm at no or nominal cost. 2	Rely primarily or solely on private firm on fee basis. 3	Need outside help from other than private firm which is not now readily available. 4	Local government body has no authority in this field. 6	Local government not involved in this activity. 7	Don't know 8	No answer. 9	No opinion. 0	Brief comments.
A. Government Organization										
1. Drafting charter, amendments, administrative rules and regulations.										
2. Internal organization and management studies.										
B. Financial and Administrative Planning Control and Implementation										
1. Preparation and administration of operating budget.										
1a. Utilization of budget as a management mechanism.										
1b. Procedures followed in budget preparation.										
1c. Determining budget priorities.										
1d. Providing flexibility into budget to handle unexpected situations.										
1e. Obtaining citizen participation in budget preparation.										
1f. Factoring federal and state mandates into local budget.										

	Handled by local govt. with local resources with little or no outside help.	Handled locally with readily available assistance from other than private firm at no or nominal cost.	Rely primarily or solely on private firm on fee basis.	Need outside help from other than private firm which is not now readily available.	Local government body has no authority in this field.	Local government not involved in this activity.	Don't know	No answer.	No opinion.	Brief comments.
	1	2	3	4	6	7	8	9	0	
1g. Auditing										
1h. Evaluating internal control procedures and accounting systems.										
1i. Determining effectiveness of various programs in accomplishing desired objectives in past year.										
1j. Other.										
2. Preparation and Marketing of Bonds.										
3. Purchasing.										
3a. Centralized purchasing										
3b. Use of specifications										
3c. Bidding procedures										
3d. Inventory control										
3e. Interjurisdictional purchasing arrangements and sharing of high cost equipment.										
4. Utility accounts, records, rate setting.										

	Handled by local govt. with local resources with little or no outside help. 1	Handled locally with readily available assistance from other than private firm at no or nominal cost. 2	Rely primarily or solely on private firm on fee basis. 3	Need outside help from other than private firm which is not now readily available. 4	Local government body has no authority in this field. 6	Local government not involved in this activity. 7	Don't know 8	No answer. 9	No opinion. 0	Brief comments.
5. Matters Relating to Insurance Coverage										
6. Capital Projects (short and long term)										
6a. Evaluating project as to its need and feasibility										
6b. Determining what services the project will be able to provide										
6c. Determining what kind of program activity will be required										
6d. Analyzing current inventories of physical facilities in terms of their relationship to cost and to capacity & use										
6e. Determining future operating cost and revenues from the capital improvement to determine financing "mix", i.e., current revenue, federal revenue sharing, users fees, long term debt, special assessments and state and federal grants										
6f. Projecting future manpower and special skill needs of project										

	Handled by local govt. with local resources with little or no outside help. 1	Handled locally with readily available assistance from other than private firm at no or nominal cost. 2	Rely primarily or solely on private firm on fee basis. 3	Need outside help from other than private firm which is not now readily available. 4	Local government body has no authority in this field. 6	Local government not involved in this activity. 7	Don't know 8	No answer. 9	No opinion. 0	Brief comments.
6g. Analysis and evaluation of outside recommendations concerning capital projects in terms of cost, engineering, phasing and appropriateness to stated purpose of the project										
6h. Conducting a referendum										
6i. Arrangements for liaison with concurrent and adjacent governmental units										
6j. Preparing environmental impact studies										
6k. Establishment and revision of capital improvement budgets										
6l. Relating the proposed capital project as to its conformity to comprehensive plan										
6m. Handling legal matters that relate to the project										
6n. Preparing applications for state and federal grants or loans										
7. Information gathering and analysis capacity										
7a. Handling and storing data										

	Handled by local govt. with local resources with little or no outside help. (1)	Handled locally with readily available assistance from other than private firm at no or nominal cost. (2)	Rely primarily or solely on private firm on fee basis. (3)	Need outside help from other than private firm which is not now readily available. (4)	Local government body has no authority in this field. (6)	Local government not involved in this activity (7)	Don't know (8)	No answer. (9)	No opinion. (0)	Brief comments.
7b. Use of available data in decision making										
7c. Use of electronic data processing for basic functions such as centralized purchasing, preparation of tax bills, water and sewer bills										
Building Codes										
1. Revision of local building codes to conform to state regulations										
2. Enforcement of building codes										
D. Planning										
1. Land use and comprehensive planning										
2. Specifically planning for agricultural land use										
3. Updating of comprehensive multi-year plan										
4. Developing and revision of zoning and subdivision ordinances										
5. Planning for land application of sludge and wastewater										

	Handled by local govt. with local resources with little or no outside help.	Handled locally with readily available assistance from other than private firm at n' or nominal cost.	Rely primarily or solely on private firm on fee basis.	Need outside help from other than private firm which is not now readily available.	Local government body has no authority in this field.	Local government not involved in this activity.	Don't know.	No answer.	No opinion.	Brief comments.
	1	2	3	4	6	7	8	9	0	
E. Personnel Administration										
1. Recruitment policy										
2. Developing job classifications which are realistic to job requirements										
3. Determination of pay schedules										
4. Conforming personnel requirements for specific jobs to state standards										
5. Measuring employee productivity										
6. Establishing fringe benefits and impacts of such benefits on current and future budgets										
7. Employee development program-upward mobility										
8. Meeting requirements of Equal Opportunity Employment regulations										
9. Enforcing fair and uniform disciplinary procedures										
10. Conflict of interest rules										
11. Handling of employee appeals										

	Handled by local govt. with local resources with little or no outside help.	Handled locally with readily available assistance from other than private firm at no or nominal cost.	Rely primarily or solely on private firm on fee basis.	Need outside help from other than private firm which is not now readily available.	Local government body has no authority in this field.	Local government not involved in this activity.	Don't know	No answer.	No opinion.	Brief comments.
	1	2	3	4	6	7	8	9	0	
12. Determining training needs										
13. Developing and using training guides										
14. Executive training of elected and top appointed officials										
15. Employee training to meet specific needs										
16. Training opportunities for volunteer workers										
17. Developing employee interchange programs with other government units										
18. Making decisions on using local governmental employees vs. contracting with private firms										
F. Intergovernmental Relations										
1. Keeping informed on federal and state programs affecting local jurisdictions										
2. Consolidation of services with other government jurisdictions through joint agreement										

	Handled by local govt. with local resources with little or no outside help. 1	Handled locally with readily available assistance from other than private firm at no or nominal cost. 2	Rely primarily or solely on private firm on fee basis. 3	Need outside help from other than private firm which is not now readily available. 4	Local government body has no authority in this field. 6	Local government not involved in this activity. 7	Don't know 8	No answer. 9	No opinion. 0	Brief comments.
G. Citizen Participation										
1. Keeping citizens informed of local government actions										
2. Conducting citizen participation forums and following up on recommendations										
3. Conducting public hearings										
4. Coordination and working relationships with advisory boards and commissions										
H. Special Issues - Administration, Supervision and Operations of Programs Related to:										
1. Public safety										
1a. Police										
1b. Fire prevention										
1c. Rescue squad										
1d. Overall coordination of public safety programs										
2. Engineering										
2a. Refuse collection and disposal										

	Handled by local govt. with local resources with little or no outside help.	Handled locally with readily available assistance from other than private firm at no or nominal cost.	Rely primarily or solely on private firm on fee basis.	Need outside help from other than private firm which is not now readily available.	Local government body has no authority in this field.	Local government not involved in this activity.	Don't know	No answer.	No opinion.	Brief comments.
	1	2	3	4	6	7	8	9	0	
2b. Water supply and distribution-engineering and planning										
2c. Water supply and distribution-maintenance										
2d. Sewage disposal and treatment-engineering and planning										
2e. Sewage disposal and treatment-maintenance										
2f. Street and road construction										
2g. Street and road maintenance										
2h. Building construction										
2i. Building maintenance										
2j. Airport construction										
2k. Airport maintenance										
2l. Garage - maintenance of equipment										
3. Health and Welfare										
3a. Public housing projects										
3b. Medical facilities										

	Handled by local govt. with local resources with little or no outside help. 1	Handled locally with readily available assistance from other than private firm at no or nominal cost. 2	Rely primarily or solely on private firm on fee basis. 3	Need outside help from other than private firm which is not now readily available. 4	Local government body has no authority in this field. 6	Local government not involved in this activity. 7	Don't know 8	No answer. 9	No opinion. 0	Brief comments.
3c. Physically handicapped										
3d. Mentally handicapped										
3e. Assistance to underprivileged										
3f. Youth counselling										
3g. Assistance to aged										
3h. Other										
4. Parks and Recreation										
4a. Land acquisition										
4b. Community center										
4c. Park management										
5. Educational and Cultural										
5a. School curricula										
5b. School facilities										
5c. Library operation										
5d. Other										
6. Economic Development										
6a. Economic planning studies										
6b. Promotion to stimulate more industry to area										

PART II.

1. Please list in order of importance problems that you see in performing local governmental functions.

   a. _____

   _____

   b. _____

   _____

   c. _____

   _____

   d. _____

   _____

   e. _____

   _____

2. In your opinion, what actions should be taken to strengthen the ability of your local government to perform its functions:

   a. Actions that should be taken by the local government:

   _____

   _____

   b. Actions that should be taken by the state government:

   _____

   _____

   c. Actions that should be taken by the federal government:

   _____

   _____

3. Priority Needs of Community

List the most important things you feel the town/county should do in order to improve its service to its citizens. Please list them in importance with the most important first.

a. _____

_____

b. _____

_____

c. _____

_____

d. _____

_____

e. _____

_____

f. _____

_____

PART III. TECHNICAL AND PROFESSIONAL ASSISTANCE

1. In the past two years has the local government received technical or professional assistance in performing the duties of your position from any of the following? If help was received, could you please rate the effectiveness of the assistance.

	1 No help available	2 Help available but not utilized	3 Help available but not when needed	4 Help utilized	5 * Rating	9 Don't know	0 No answer
a. Planning Districts							
b. Association of Counties/ Municipal League							
c. Community College							
d. University/ College							
e. Extension Service							
f. Appalachian Regional Commission							
g. Coastal Plains Regional Commission							
h. State Legislators							
i. Federal Legislators							

* Rating 1 - Poor
2 - Fair
3 - Good
4 - Excellent

2. What is your impression of the state and federal assistance to local governments that is available in the following areas? (S = State, F = Federal)

	1 Not available		2 Available, not utilized		3 Utilized, Poor		4 Utilized, Fair		5 Utilized, Good		6 Utilized, Excellent		8 Don't know	9 No answer	0 No opinion
	S	F	S	F	S	F	S	F	S	F	S	F			
a. Health															
b. Education															
c. Welfare															
d. Housing															
e. Equipment															
f. Recreation															
g. Cultural															
h. Law enforcement															
i. Highways & transportation															
j. Planning															
k. Water & sewage															
l. Pollution control															
m. Economic and industrial development															
n. Conservation and land use															
o. Disaster assistance															
p. Personnel & training															
q. Financial management															

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PART IV. PERSONNEL

1. In attracting and retaining qualified and capable personnel, how important are the following possible concerns?

	1. No problem	2. Slight problem	3. Large problem	4. Potential problem	7. Not applicable	8. Don't know	9. No answer	0. No opinion
a. Training programs								
b. Possibility of advancement								
c. Physical attractiveness of the area								
d. Cultural attractiveness of the area								
e. Availability of services								
f. Retirement benefits								
g. Other benefits								
h. Salary								

PART V. TRAINING FOR PERSONNEL

In terms of training that is available to local government officials, would you please answer the following questions.

1. Have you attended training sessions in the past two years? yes( ) no( )

   1a. How many sessions did you attend? _____

   1b. Who sponsored these training sessions? _____

   1c. How would you evaluate these training sessions? poor( ) fair( ) good( ) excellent( )

2. Have you ever been invited to attend training sessions but did not attend? yes( ) no( )

   2a. Why did you not attend? _____

   _____

   _____

3. What guidelines or publications, if any, have you found helpful in terms of training?

   _____

   _____

   _____

4. Have employees under your supervision attended training sessions in the past two years? yes( ) no( )

4a. Who sponsored the training session? _____

_____

_____

5. Do your employees receive on the job training? ( )yes

5a. Supervisor provided ( )

5b. Outside source provided ( )

5c. Both supervisor and outside source provided ( )

6. Do you have any general comments concerning training programs that are available to you and your employees? _____

_____

_____

6a. Is distance a major problem in participating in training programs? ( )yes

If yes, how far would you consider unacceptable?

a) 1 - 19 miles

b) 20 - 39 miles

c) 40 - 59 miles

d) 60 miles and over

Part VI. Personal Information

The following information, as all information gathered in this survey, will be kept confidential. All responses will be reported in the aggregate, therefore, individual responses cannot be identified. This information will be useful to our understanding of local government problems.

1. Race

1 ( ) White
2 ( ) Black
3 ( ) Other

2. Sex

1 ( ) Male
2 ( ) Female

3. Age

1 ( ) Under 20 years
2 ( ) 21-30 years
3 ( ) 31-40 years
4 ( ) 41-50 years
5 ( ) 51-60 years
6 ( ) Over 60 years

4. Education

1 ( ) Less than High School Graduate
2 ( ) High School Graduate
3 ( ) Vocational/Business School
4 ( ) Some college
5 ( ) College Graduate
6 ( ) Post Graduate Work

5. Annual Pre-tax income

1 ( ) Under $4,999
2 ( ) $5,000-$9,999
3 ( ) $10,000-$14,999
4 ( ) $15,000-$19,999
5 ( ) $20,000-$29,999
6 ( ) $30,000 and over

6. How many years have you lived in this town/county?_____

6. Code	Year
1	0 - 1
2	2 - 3
3	4 - 6
4	7 - 10
5	11 - 15
6	16 - 20
7	over 20
8	lifetime

APPENDIX B

Community Leaders Needs Survey
(Questionnaire and Response Compilations)

COMMUNITY LEADERS NEEDS SURVEY

Many statements concerning problems of local governmental effectiveness have been made recently. Some of the problems are outlined in this survey. Please indicate the extent to which you perceive that these various problems exist by checking the appropriate response.

ID _____

Date _____

Interviewer _____

County/Town _____

Occupation	*Towns	**Counties	Towns*** and Counties
	%	%	%
Student	2.4	2.9	2.6
Housewife	8.9	4.6	6.7
Sales	4.1	4.0	4.1
Secretarial/Cler.	1.8	1.7	1.7
Retired	4.7	9.1	7.0
Craftsman	4.7	1.1	2.9
Clergy	10.7	6.3	8.4
Farmer	1.8	18.9	10.5
Other Professional	12.4	6.9	9.6
Manager	4.7	4.0	4.4
Educator	9.5	12.0	12.8
Executive	4.1	5.7	4.9
Business Entrepreneur	21.9	15.4	18.6
Doctor, Dentist, Lawyer	5.9	7.4	6.7
Engineer	2.4	0.0	1.2

* Towns abbreviated to "T" through Appendix
** Counties abbreviated to "C" through Appendix
*** Towns and Counties abbreviated to "TC" through Appendix

EVALUATION OF GOVERNMENT OPERATIONS

I. Government-Citizens Relationships

1. During the past 12 months, did you or a citizen known to you contact anyone with your local government to seek service or information? (e.g., having water turned on, obtaining a building permit, etc.)

T %	C %	TC %	
19.5	12.0	15.7	( )No
77.5	86.9	82.5	( )Yes
0.6	1.1	0.9	( )Not applicable
2.4	0.0	1.2	( )Don't know/no answer

1a. If yes, was the response to the query generally satisfactory?

65.7	66.3	66.0	( )Yes
5.9	6.9	6.4	( )No, requested service was not provided
1.2	2.3	1.7	( )No, requested service could not be provided
3.0	6.3	4.7	( )No, took too long--"red tape"
0.6	1.1	0.8	( )No, personnel were discourteous
0.0	0.6	0.3	( )No, incorrect service or information was provided
1.2	4.6	2.9	( )Other
21.3	12.0	16.6	( )Not applicable
0.6	0.0	0.6	( )Don't know/no answer

2. During the past 12 months did you or anyone you know ever get in touch with your local government to complain for any reason?

30.8	34.9	32.8	( )No
67.5	64.0	65.7	( )Yes
0.6	1.1	0.9	( )Not applicable
1.2	0.0	0.6	( )Don't know/no answer

2a. Which department or official was contacted initially?

0.6	1.7	1.2	( )Telephone operator at Town Hall/Courthouse
42.6	39.4	41.0	( )Mayor/Councilman/Supervisor
5.9	5.1	5.5	( )Police/Sheriff
18.3	16.6	17.4	( )Town Manager/County Administrator
0.6	2.9	1.7	( )Other
31.4	33.7	32.6	( )Not applicable
0.6	0.6	0.6	( )Don't know/no answer

T	C	TC	
			2b. Was the local government's response generally satisfactory?
42.6	42.3	42.4	( )Yes
4.1	1.1	2.6	( )No, never responded to the request
12.4	9.7	11.0	( )No, never corrected the problem
3.0	5.7	4.4	( )No, took too long--"red tape"
0.6	0.6	0.6	( )No, personnel were discourteous
2.4	5.1	3.8	( )Other
32.0	35.4	33.7	( )Not applicable
3.0	0.0	1.5	( )Don't know/no answer
			3. Have you or anyone known to you had a consumer problem in your community in the past year?
74.0	60.0	66.9	( )No
23.1	36.0	29.7	( )Yes
0.6	0.6	0.6	( )Not applicable
2.4	3.4	2.4	( )Don't know
			3a. What organization or office was contacted for help with the problem?
9.5	20.0	14.8	( )No office available
1.8	0.0	0.9	( )Community Action representative
1.2	4.6	2.9	( )Business or service representative
5.9	10.9	8.4	( )Local government office
0.6	0.0	0.6	( )Courts
0.6	1.1	0.9	( )State Office of Consumer Affairs
76.9	62.3	69.5	( )Not applicable
3.6	0.0	2.0	( )Don't know/no answer
			3b. Was the response generally satisfactory? If not, what was the reason for dissatisfaction?
6.5	9.1	7.8	( )Yes, satisfied
4.1	3.4	3.8	( )No, did not help
1.8	2.9	2.3	( )No, took too long--"red tape"
0.6	0.0	0.3	( )No, personnel were discourteous
0.6	5.7	3.2	( )Other
85.2	76.0	80.5	( )Not applicable
1.2	2.9	2.0	( )Don't know/no answer
			4. Do you feel that a citizen could have a say about the way your Town/County government is running things if he wanted to?
7.7	5.7	6.7	( )No
18.9	22.3	20.6	( )Yes, a little
45.0	46.3	45.6	( )Yes, some
27.8	24.6	26.2	( )Yes, a lot
0.0	0.6	0.3	( )Not applicable
0.6	0.6	0.6	( )Don't know/no answer

5. How would you rate the following plans that affect the future development of your community?

	Poor			Fair			Good			Excellent			Not applicable			Don't know	No answer	No opinion
5a. Long range comprehensive plan	16.6	25.1	20.9	23.7	32.0	27.9	27.8	16.0	21.8	6.5	1.7	4.1	3.0	2.3	2.6	22.5	22.9	22.7
5b. Zoning plan	16.0	13.1	14.5	22.5	26.9	24.7	34.3	22.3	28.2	4.1	2.9	3.5	7.1	25.7	16.6	16.0	9.2	12.3
5c. Subdivision plan	11.8	13.1	12.5	17.2	29.7	23.5	29.0	26.3	27.6	5.9	3.4	4.7	8.9	6.3	7.6	27.3	27.5	24.3

6. Do you believe that the building codes in your community are such that they will:

	No			Yes			Not applicable			Don't know	No answer	No opinion
6a. Promote safe and orderly construction	4.7	6.9	5.8	85.2	84.0	84.6	0.0	1.1	0.6	10.1	8.0	9.0
6b. Protect the rights of the individual property owner	10.1	10.3	10.2	76.9	77.7	77.3	0.0	0.6	0.3	13.0	11.4	12.2
6c. Enhance the beauty of your community	32.5	38.9	35.8	44.4	42.9	43.6	3.6	6.3	4.9	19.6	10.9	15.8

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7. How would you rate your community on spirit and pride?

T	C	TC	
4.1	9.7	7.0	( )Poor
23.1	30.3	26.7	( )Fair
52.1	53.1	52.6	( )Good
19.5	6.3	12.8	( )Excellent
0.0	0.6	0.3	( )Not applicable
1.2	0.0	0.6	( )Don't know

II. Public Safety

1. In the past 12 months in your community, were you or a citizen known to you, a victim of any crime? (e.g., housebreaking, assault, etc.)

T	C	TC	
%	%	%	
40.8	34.9	37.8	( )No
58.8	65.1	61.6	( )Yes
0.6	0.0	0.3	( )Not applicable
0.6	0.0	0.3	( )Don't know

1a. If yes, was the crime(s) reported to the authorities?

2.4	1.1	1.7	( )No
19.5	60.6	40.4	( )Yes, County Sheriff
34.3	2.3	18.0	( )Yes, local police
1.2	0.6	0.9	( )Yes, state police
1.2	0.6	0.9	( )Other
39.6	34.3	36.9	( )Not applicable
1.8	0.6	1.2	( )Don't know

1b. If <u>not reported</u>, what was the main reason?

0.6	0.0	0.3	( )Didn't think it was important enough
0.0	1.7	0.9	( )Didn't think it would do any good
0.0	0.0	0.0	( )Didn't want to get involved
0.6	0.0	0.3	( )Didn't want to get anybody in trouble
0.0	0.6	0.3	( )Other
97.6	97.1	97.4	( )Not applicable
1.1	0.0	0.9	( )Don't know

1c. Was case investigated by police?

1.2	1.1	1.2	( )No
27.8	30.9	29.4	( )Yes, resolved
33.1	29.1	31.1	( )Yes, unresolved
1.2	0.0	1.7	( )Don't know
36.7	38.9	0.0	( )Not applicable

2. Do you consider the streets and roads in your neighborhood safe enough to walk alone at night?

T	C	TC	
14.2	34.3	24.4	( )No
85.8	64.6	75.0	( )Yes
0.0	0.0	0.0	( )Not applicable
0.0	1.1	0.6	( )Don't know

3. Do the police patrol the streets in your community as often as you like?

17.8	44.6	31.4	( )No
81.7	49.7	65.4	( )Yes
0.0	3.4	1.7	( )Not applicable
0.6	2.3	1.5	( )Don't know

4. In your opinion, how quick is the police in responding to a call, on the average?

2.4	7.4	4.9	( )Very slow
13.6	21.5	17.7	( )Slow
54.5	50.9	52.6	( )Quick
21.3	11.4	16.3	( )Very quick
0.0	0.0	0.0	( )Not applicable
8.3	8.6	3.5	( )Don't know/no answer/no opinion

4a. If you know, please tell us how long it takes police to respond to call.

			Time
9.5	1.1	5.2	0 - 3
19.5	8.0	13.7	4 - 5
5.9	1.7	3.8	6 - 7
11.2	9.1	10.2	8 - 10
7.1	12.6	9.9	11 - 15
3.0	33.1	22.7	over 15
35.0	34.2	34.6	no answer

5. How would you rate the courtesy of the police officers?

1.8	1.1	1.5	( )Poor
19.5	7.4	13.4	( )Fair
47.3	60.6	54.1	( )Good
29.6	28.6	29.1	( )Excellent
0.6	0.0	0.3	( )Not applicable
1.2	2.3	1.8	( )Don't know/no answer

T	C	TC	
			6. Do you feel that the police are generally fair in their handling of citizens?
10.1	9.1	4.6	( )No
84.0	84.6	84.3	( )Yes
0.6	1.1	0.9	( )Not applicable
5.3	5.1	5.3	( )Don't know/no answer
			7. On the whole, how would you rate the service provided to citizens of your community by the police?
4.1	4.0	4.1	( )Poor
23.7	30.9	27.3	( )Fair
54.4	52.6	53.5	( )Good
16.6	12.0	14.2	( )Excellent
0.6	0.0	0.3	( )Not applicable
0.6	0.6	0.6	( )Don't know/no opinion
			8. In your opinion, how quick is the fire department in responding to a call, on the average?
0.6	1.7	1.2	( )Very slow
1.8	8.6	5.2	( )Slow
41.4	44.0	42.7	( )Quick
55.0	41.7	48.3	( )Very quick
0.0	0.0	0.0	( )Not applicable
1.2	4.0	2.6	( )Don't know/no opinion
			8a. If you know, please tell us how long it takes firemen to respond to a call.
			Time
11.2	6.3	8.7	0 - 3
21.9	22.3	22.1	4 - 5
13.0	9.7	11.3	6 - 7
15.4	8.0	11.6	8 - 10
4.7	13.1	9.0	11 - 15
0.0	13.7	7.0	over 15
33.8	26.8	30.3	no answer
			9. On the whole, how would you rate the service provided to citizens of your community by the fire department?
0.6	2.3	1.5	( )Poor
0.6	8.0	4.4	( )Fair
33.7	44.6	39.2	( )Good
64.5	43.4	53.8	( )Excellent
0.0	0.0	0.0	( )Not applicable
0.6	1.7	1.2	( )Don't know/no opinion

10. In your opinion, how quick is the rescue squad in responding to a call, on the average?

T	C	TC	
1.2	1.1	1.2	( )Very slow
2.4	6.9	4.7	( )Slow
38.5	54.3	46.5	( )Quick
56.2	36.0	45.9	( )Very quick
0.0	0.6	0.3	( )Not applicable
1.8	1.1	1.5	( )Don't know

10a. If you know, please tell how long it takes rescue squad to respond to a call.

			Time
7.1	1.7	4.4	0 - 3
27.2	7.4	17.2	4 - 5
8.3	8.6	8.4	6 - 7
15.4	16.0	15.7	8 - 10
7.1	18.3	12.8	11 - 15
1.8	25.1	13.7	over 15
33.2	22.9	21.8	no answer

11. On the whole, how would you rate the rescue squad?

0.6	0.6	0.6	( )Poor
3.0	3.4	3.2	( )Fair
28.4	33.1	30.8	( )Good
68.0	61.1	64.5	( )Excellent
0.0	0.0	0.0	( )Not applicable
0.0	1.7	0.8	( )Don't know

III. Engineering and Public Works

1. On the whole, how would rate the water service in your community?

20.7	10.3	15.4	( )Poor
23.1	8.6	15.7	( )Fair
38.5	22.3	30.2	( )Good
14.8	8.0	11.3	( )Excellent
1.8	50.3	26.5	( )Not applicable
1.2	0.6	0.9	( )Don't know

T	C	TC	
			2. During the past 12 months, have you heard of any complaints about the drinking water in your community?
55.6	36.0	45.6	( )No complaints
4.1	1.1	2.6	( )Yes, odor
7.1	2.3	4.7	( )Yes, taste
9.5	5.7	7.6	( )Yes, appearance
22.5	11.4	16.0	( )Yes, combination of odor, taste and/or appearance
1.2	42.3	21.5	( )Not applicable
0.0	1.1	1.2	( )Don't know
			3. How would you rate your town's/county's sewage collection and treatment system as it affects the health and well-being of the citizens of your community?
3.6	7.4	5.5	( )Poor
22.5	4.6	13.4	( )Fair
36.7	12.0	24.1	( )Good
9.5	7.4	8.4	( )Excellent
23.7	66.3	45.3	( )Not applicable
4.1	2.3	3.2	( )Don't know
			4. How would you rate the condition of streets in your local community?
4.7	2.9	3.8	( )No repair needed
77.5	65.7	7.5	( )Minor repair needed
17.2	29.7	23.5	( )Major repair needed
0.0	1.1	0.6	( )Not applicable
0.6	0.6	0.6	( )Don't know/no opinion
			5. How would you rate the street lighting at night in your community?
21.3	11.4	16.3	( )Too low
76.9	41.7	59.0	( )About right
0.6	0.6	0.6	( )Too bright
0.6	45.1	23.3	( )Not applicable
0.6	1.2	0.9	( )Don't know/no opinion
			6. How would you rate the condition of the sidewalks in your community?
0.0	53.5	32.0	( )No sidewalks (not applicable)
17.8	11.4	14.5	( )Poor
40.8	16.6	28.5	( )Fair
27.8	17.1	22.4	( )Good
2.4	1.1	1.7	( )Excellent
1.2	0.6	0.9	( )Don't know/no answer

T	C	TC		
			7.	Do you feel that your community needs more sidewalks?
22.5	39.4	31.3		( )No
74.6	34.9	54.4		( )Yes
0.0	22.3	11.3		( )Not applicable
3.0	3.5	3.2		( )Don't know/no answer
			8.	In the past 12 months, have citizens of your community been inconvenienced by water standing in the streets after a rainstorm?
30.8	29.7	30.2		( )Never
61.5	49.1	55.2		( )Only after a heavy rain
4.1	9.7	7.0		( )After almost every rain
3.6	9.1	4.7		( )Not applicable
0.0	2.3	2.9		( )Don't know
			9.	In the past 12 months, have citizens of your community been inconvenienced by water overflowing into their yards from drainage ditches?
16.6	37.7	27.3		( )Never
62.1	38.3	50.0		( )Only after a heavy rain
8.9	6.9	7.8		( )After almost every rain
0.0	6.3	3.2		( )Not applicable
12.4	10.9	11.6		( )Don't know
			10.	How would you rate the garbage collection service provided to your community?
1.2	13.1	7.3		( )Poor
17.8	25.7	21.8		( )Fair
61.5	48.0	24.7		( )Good
16.0	6.3	11.0		( )Excellent
0.6	5.7	3.2		( )Not applicable
3.0	1.1	2.1		( )Don't know/no opinion
			11.	How would you rate the effectiveness of the traffic signs, signals and controls now in use in your community in causing the traffic to move in a smooth, safe and efficient manner?
13.0	14.9	14.0		( )Poor
39.1	27.4	33.1		( )Fair
43.2	52.6	48.0		( )Good
4.7	3.4	4.1		( )Excellent
0.0	1.7	0.9		( )Not applicable
0.0	0.0	0.0		( )Don't know/no opinion

11a. If not effective, what improvement do your suggest?

	1st Choice			2nd Choice			3rd Choice		
Install and/or program traffic lights	26.6	30.3	28.5	5.9	2.3	4.1	4.1	0.0	2.0
Traffic signs	7.1	8.0	7.6	0.6	3.4	4.1	0.0	0.0	0.0
Open other streets	0.0	0.6	0.3	1.8	0.0	0.9	0.0	0.0	0.3
Not applicable	44.4	54.9	49.7	24.3	0.0	27.6	0.0	0.6	27.6
Non-answers	13.0	7.2	4.0	56.8	93.1	59.0	24.3	0.0	69.2
One-way streets	5.9	0.0	2.9	4.1	1.1	2.6	0.6	0.0	0.3
Set speed limits	3.0	0.0	1.5	1.8	1.1	1.5	0.0	0.0	0.0
Off-street parking	0.0	0.0	0.0	0.6	0.0	0.3	1.2	0.0	0.6

IV. Health and Welfare

1. How often is your community bothered by traffic and/or industrial noises?

T	C	TC	
32.5	47.4	40.1	( )Never
58.6	41.4	49.7	( )Occasionally
4.1	7.4	5.8	( )Often
2.4	1.1	1.7	( )Very often
0.6	2.9	1.7	( )Not applicable
1.8	0.0	0.9	( )Don't know

2. How often is your community bothered by polluted air?

50.3	48.0	49.1	( )Never
46.2	45.1	45.6	( )Occasionally
0.6	3.4	2.0	( )Often
0.0	0.6	0.3	( )Very often
1.8	1.7	1.7	( )Not applicable
1.2	1.1	1.3	( )Don't know

3. Are the streams in your locality polluted?

34.9	32.6	33.7	( )No
46.7	56.6	51.7	( )Yes, slightly
7.7	3.4	5.5	( )Yes, heavily
1.8	1.1	1.5	( )Not applicable
8.9	6.3	1.6	( )Don't know/no answer

4. Do you feel that citizens in your community have easy access to medical services?

T	C	TC	
27.2	49.1	38.4	( )No
71.6	50.9	61.0	( )Yes
0.6	1.2	0.0	( )Not applicable
0.0	0.0	0.0	( )Don't know

5. Do you feel that citizens in your community have easy access to dental service?

16.6	25.7	21.2	( )No
83.4	74.3	78.8	( )Yes
0.0	0.0	0.0	( )Not applicable
0.0	0.0	0.0	( )Don't know

6. How would you rate the assistance provided to the following groups in your community?

	Poor			Fair			Good			Excellent			Not applicable			Don't know	No answer	No opinion
6a. Elderly	7.7	13.7	10.8	39.1	36.6	37.8	42.0	43.4	42.7	5.9	2.3	4.1	0.6	3.4	0.3	4.7	0.6	4.4
6b. Poor	12.4	12.6	12.5	37.9	34.3	36.6	39.6	44.6	48.2	1.2	4.6	2.9	0.6	0.0	0.3	8.3	4.0	6.1
6c. Physically handicapped	17.2	33.1	25.3	42.0	30.3	36.0	25.4	21.1	23.3	0.0	1.7	0.9	1.2	1.1	1.2	14.2	12.6	15.0
6d. Mentally handicapped	18.9	32.0	25.6	39.1	37.7	38.4	30.8	20.0	25.3	0.0	0.6	0.3	1.2	0.6	0.9	10.1	9.1	9.6

7. How would rate the public transportation provided to the citizens in your community?

11.2	13.7	12.5	( )Poor
4.7	4.6	4.7	( )Fair
3.0	2.3	2.6	( )Good
0.0	0.6	0.3	( )Excellent
78.7	78.9	78.8	( )None
1.2	0.0	1.2	( )Don't know/no answer.

V. Educational and Cultural

1. How would you rate the following educational and / or cultural facilities and programs in your community?

	Poor			Fair			Good			Excellent			Not Applicable			Don't know	No Answer	No Opinion
1a. Elementary school buildings	0.0	14.9	7.6	18.3	23.4	20.9	44.4	50.9	47.7	36.1	7.4	21.5	0.0	0.0	0.0	1.2	3.4	2.3
1b. Intermediate school buildings	2.4	8.0	5.2	14.8	33.1	24.1	39.6	49.1	40.5	4.7	4.6	4.7	35.5	0.6	17.7	3.0	4.6	3.8
1c. High school buildings	0.0	1.7	0.8	9.5	16.6	13.1	57.4	45.7	51.5	32.0	33.1	32.6	0.0	0.0	0.0	1.2	2.9	2.0
1d. Elementary school program	5.3	5.7	5.5	20.7	29.7	25.3	49.7	42.9	46.2	16.0	4.0	9.9	0.0	0.6	0.3	8.3	17.2	12.8
1e. Intermediate school program	7.1	9.1	8.1	16.0	30.3	23.5	31.4	37.7	34.6	2.4	4.6	3.5	34.9	0.6	17.4	8.3	17.7	13.1
1f. High school program	11.2	9.7	10.5	24.3	31.4	27.9	43.8	37.7	40.7	10.7	5.1	7.8	0.0	0.0	0.0	10.0	16.0	13.1
1g. Vocational training schools	27.8	19.4	23.5	6.5	15.4	11.0	31.4	26.3	28.8	22.5	17.7	20.1	5.3	5.1	5.2	6.5	16.0	11.4
1h. Adult educational opportunities	10.7	17.7	14.2	20.7	30.3	25.6	45.0	40.0	42.4	17.8	6.9	12.2	0.0	0.0	0.0	5.9	5.2	5.5
1i. Special education for the mentally handicapped	11.8	24.6	18.3	27.8	29.1	28.5	31.9	14.9	26.5	4.1	2.9	2.9	0.0	1.1	0.6	18.4	28.6	23.3
1j. Special education for the physically handicapped	21.3	28.6	25.0	24.9	25.1	25.0	20.7	12.6	16.6	3.6	0.6	2.0	0.6	3.4	2.0	29.0	29.7	29.4
1k. Opportunities to participate in bands, music, art and/or drama	27.2	26.9	27.0	23.7	31.4	27.0	34.3	28.6	31.4	8.9	3.4	6.1	0.0	0.0	0.0	5.9	9.7	7.9
1l. Opportunities to participate as an audience in bands, music, art and/or drama	26.6	38.9	32.8	30.2	33.7	32.0	27.2	21.5	21.5	10.7	1.7	6.1	0.0	0.6	0.3	5.3	9.1	7.3
1m. Day care / Nursery	55.0	38.3	46.5	15.4	18.9	17.2	10.7	13.1	13.1	0.0	0.6	0.3	4.1	12.0	8.1	14.8	14.9	14.8
1n. Library	8.9	32.6	26.4	23.7	18.9	21.2	52.1	28.6	48.0	13.6	14.3	14.0	0.0	1.7	0.9	1.8	4.0	2.9

VI. Economic Development

T	C	TC	
			1. How would you rate the job opportunities in your town/county?
43.2	69.7	56.7	( )Poor
36.7	20.6	28.5	( )Fair
17.8	9.1	13.4	( )Good
1.2	0.0	0.6	( )Excellent
0.0	0.0	0.0	( )Not applicable
1.2	0.6	0.9	( )Don't know/no opinion
			2. Do you feel that the types and kinds of jobs available in your locality encourage young people to reside in your community?
78.7	94.3	86.8	( )No
20.1	5.1	12.5	( )Yes
0.0	0.0	0.0	( )Not applicable
1.2	0.6	0.9	( )Don't know/no opinion
			3. In order to increase the tax base of your town/county, do you feel that there is a need for bringing in business and light industry?
7.1	4.6	5.8	( )No
90.5	94.9	92.7	( )Yes
0.0	0.0	0.0	( )Not applicable
2.4	0.0	1.5	( )Don't know/no opinion
			4. In order to increase the tax base, do you favor annexation?
56.2	18.9	37.2	( )No
34.3	5.1	19.5	( )Yes
2.4	73.7	38.7	( )Not applicable (county)
7.1	2.2	4.7	( )Don't know/no opinion/no answer

5. Do you think your local government should encourage the following?

	No			Yes			Not applicable			Don't know	No answer	No opinion
5a. Building of apartments	19.5	36.6	28.2	78.1	59.4	68.6	0.0	0.0	0.0	2.4	4.0	3.2
5b. Building of townhouses	43.8	61.1	52.6	47.3	32.0	39.5	0.6	1.1	0.9	8.3	5.8	7.0
5c. Building of single family dwellings	8.3	15.4	11.9	89.9	82.3	86.0	0.0	0.6	0.3	1.8	1.7	1.7
5d. Building of industrial parks	18.3	24.0	21.2	77.5	63.4	70.3	1.2	2.9	2.0	3.0	9.7	6.4
5e. Restoration of downtown business district	17.2	34.9	26.7	79.9	33.7	56.1	13.7	25.7	13.7	1.8	6.6	3.8
5f. Building of shopping centers	50.3	37.1	43.6	43.8	57.7	50.9	1.2	0.0	0.6	4.8	5.2	5.0
5g. Preservation of prime agricultural land	9.5	4.0	6.7	66.3	93.7	80.2	21.3	1.1	11.0	3.0	5.2	2.0

6. How would you rate the shopping facilities in your community?

T		TC	
20.7	32.6	26.9	( )Poor
35.5	36.6	36.0	( )Fair
39.1	28.0	33.4	( )Good
4.7	2.9	3.8	( )Excellent
0.0	0.0	0.0	( )Not applicable
0.0	0.0	0.0	( )Don't know

7. How would you rate the hotel and/or motel accommodations in your community?

48.5	35.4	41.9	( )Poor
19.5	31.4	25.6	( )Fair
16.0	26.9	21.5	( )Good
8.3	0.6	4.4	( )Excellent
7.7	4.6	6.1	( )None
0.0	1.1	0.6	( )Don't know

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VII. Recreation, Parks and Open Spaces

1. Do you feel that there are sufficient public park facilities in your community?

T	C	TC	
52.1	73.1	62.8	( )No
46.2	21.1	33.4	( )Yes
1.2	2.9	2.0	( )Not applicable
0.6	2.9	1.8	( )Don't know/no opinion/no answer

2. How would you rate the public park facilities that presently exist in your community?

25.4	39.4	32.6	( )Poor
16.0	12.0	14.0	( )Fair
49.7	14.9	32.0	( )Good
5.3	1.7	3.5	( )Excellent
3.0	30.3	16.9	( )Not applicable
0.6	1.7	1.2	( )Don't know

3. Do you feel that there are sufficient public recreational facilities in your community?

73.4	86.3	79.9	( )No
24.3	12.0	18.0	( )Yes
0.0	0.6	0.3	( )Not applicable
2.4	1.2	1.8	( )Don't know/no opinion/no answer

4. How would rate the public recreational facilities that presently exist in your community?

34.3	60.0	47.4	( )Poor
33.7	12.6	23.0	( )Fair
27.2	11.4	19.2	( )Good
1.8	0.6	1.2	( )Excellent
0.6	14.3	7.6	( )Not applicable
2.4	1.1	1.7	( )Don't know

5. If you rated either public park facilities or public recreational facilities lower than good, what are three facilities and/or programs that are most needed? List them in order with the most needed first.

	First choice			Second choice			Third choice		
Other	1.2	2.3	1.7	0.6	0.0	0.3	1.2	2.9	2.0
Recreational center (recreational/cultural	15.4	24.0	19.8	8.3	16.0	12.2	8.3	9.7	9.0
Maxi-parks	4.1	10.3	7.3	4.1	5.7	4.9	4.1	4.0	4.1
Mini-parks	3.6	6.3	4.9	3.6	9.7	6.7	2.4	2.9	2.6
Camping/boating/hunting	0.0	2.3	1.2	0.6	3.4	2.0	1.2	2.3	1.7
Picnic areas/covered areas	1.2	0.6	0.9	4.1	2.9	3.5	0.6	1.1	0.8
Golf/tennis/swimming	18.9	19.4	19.2	13.6	16.0	14.8	5.3	6.9	6.1
Supervised recreational programs	8.9	9.1	9.0	11.2	11.4	11.3	3.6	8.6	6.1
Commercial recreation	11.8	4.6	8.1	7.1	1.7	4.4	5.3	3.4	4.4
Basketball/baseball	4.7	5.7	5.2	2.4	7.4	4.9	1.8	2.9	2.3
Not applicable	23.1	9.7	16.3	22.5	6.3	14.2	22.5	6.3	14.2
Don't know	4.1	1.1	2.6	1.8	0.0	0.9	1.8	0.0	0.9
No answer	3.0	4.6	3.8	20.1	19.4	19.8	42.0	49.1	45.6

VIII. Other

1. Do you feel that the local government buildings and facilities are of the size and arrangement, and so located to encourage citizens to contact their local government and conduct business?

T	C	TC	
26.0	45.1	35.8	( )No
69.8	52.6	61.0	( )Yes
0.0	0.6	0.3	( )Not applicable
4.2	1.7	1.9	( )Don't know/no opinion

1a. If no, what changes would you suggest to improve this situation?

	First choice			Second choice		
Centralize offices	13.0	26.3	19.8	0.6	1.1	0.9
Provide more space	9.5	12.6	11.0	6.5	9.1	7.8
Better access	4.1	3.4	3.8	3.0	6.9	4.9
Map and directions	0.0	0.0	0.0	0.0	0.6	0.3
Better communication	0.6	2.3	1.5	0.6	1.7	1.2
Other	0.0	0.6	0.3	0.0	0.0	0.0
Not applicable	71.0	54.3	62.5	42.6	36.0	39.2
Don't know	1.2	0.0	0.6	0.0	0.0	0.0
No answer	0.6	0.6	0.6	46.7	44.6	45.6

2. In relation to the costs of everything today, how would you rate the cost of the services you receive from:

	Very reasonable			Reasonable			Moderate			Expensive			Very expensive			Not applicable			Don't know	No answer	No opinion
Local (town/county)	27.2	13.7	20.3	49.1	50.9	50.0	14.8	18.3	16.6	4.1	11.4	7.8	1.8	4.6	3.2	0.6	0.6	0.6	2.4	0.6	1.5
State	4.1	3.4	3.8	58.6	41.4	49.7	20.7	37.7	29.4	8.9	12.6	10.8	3.6	2.3	2.9	0.0	0.6	0.3	4.2	2.3	3.1
Federal	3.0	4.0	3.5	34.3	18.9	26.5	21.9	24.6	23.3	16.6	28.6	22.7	18.9	17.7	18.3	0.0	0.6	0.3	5.8	5.7	5.0

3. In relation to your community's needs, what are the good aspects about your local government?

	First choice			Second choice			Third choice		
None	3.0	2.9	2.9	0.0	0.0	0.0	0.0	0.0	0.0
Reasonable tax rate	1.2	4.0	2.6	1.8	4.6	3.2	1.2	2.9	2.0
Reasonable utility rate	0.6	0.0	0.3	1.2	0.0	0.6	0.0	0.0	0.0
Responsiveness	11.8	10.9	11.3	27.8	14.3	20.9	3.0	4.0	3.5
Accessibility	47.3	52.6	50.0	11.8	10.9	11.3	1.8	1.7	1.7
Fiscally responsible	1.8	4.6	3.2	4.7	7.4	6.1	2.4	1.7	2.0
Good planning promotion	1.2	1.1	1.2	2.4	0.0	1.2	3.6	0.6	2.0
Good public officials	14.2	8.0	11.0	9.5	10.9	10.2	2.4	5.1	3.8
Good services	9.5	10.3	9.9	8.9	12.0	10.5	3.6	2.3	2.9
Other	4.1	4.0	4.1	0.0	1.7	0.9	0.6	1.1	0.9
Don't know	0.6	1.1	0.9	0.6	0.0	0.3	0.6	0.0	0.3
No answer	4.7	0.6	2.6	30.8	38.3	34.6	80.5	80.6	80.5
Not applicable	0.0	0.0	0.0	0.0	0.0	0.3	0.6	0.0	0.3

4. In relation to your community's needs, what are the important weaknesses of your local government?

	First choice			Second choice			Third choice		
None	6.5	2.9	4.7	0.0	0.0	0.0	0.0	0.0	0.0
Tax rate too high	0.0	0.0	0.0	0.4	0.6	0.3	0.0	0.0	0.0
Tax rate too low	9.5	9.1	9.3	4.1	2.3	3.2	1.8	0.6	1.2
Unresponsiveness	6.5	8.6	7.6	3.6	4.0	3.8	0.6	1.7	1.2
Inaccessibility	0.6	1.7	1.2	0.6	0.0	0.3	0.0	0.6	0.3
Fiscal Irresponsibility	5.9	9.1	7.6	5.3	4.6	4.9	3.0	2.3	2.6
Poor planning/promotion	14.8	23.4	19.2	15.4	13.7	14.5	3.6	6.3	4.9
Poor services	8.9	9.7	9.3	9.5	9.7	9.6	3.6	5.1	4.4
Lack of minority group participation	4.1	0.6	2.3	1.8	2.3	2.0	2.4	1.1	1.7
Ineffective control	12.4	5.1	8.7	8.9	6.9	7.8	1.2	2.9	2.0
Preemption	0.0	4.0	2.0	0.6	2.9	1.7	0.0	0.0	0.0
Poor facilities	1.2	0.6	0.9	0.6	2.9	1.7	0.3	0.0	0.3
Poor management	9.5	12.0	10.8	10.1	13.1	11.6	6.7	6.9	6.7
Poor intergovernmental relations	2.4	1.1	1.7	1.2	0.0	0.6	0.9	0.6	0.9
Other	0.6	4.0	2.3	0.6	0.6	0.6	1.2	1.1	1.2
Non-answers	3.6	1.1	2.3	31.4	31.5	31.5	71.0	69.7	71.0
Unreasonable utility rates	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	0.3
Poor quality public officials	13.6	6.9	10.2	6.5	5.1	5.8	1.5	1.1	1.5

5. Do you have any comments about the state government in relation to your community's needs?

	1st Choice			2nd Choice			3rd Choice		
Non-Answers	46.8	33.7	37.5	83.5	75.4	79.4	94.7	94.8	94.8
Satisfactory	8.9	9.7	9.3	0.0	0.6	0.3	0.0	0.6	0.3
Duplication-Negative	0.0	1.1	0.6	0.0	0.0	0.0	0.0	0.6	0.3
Staffing/Training-Negative	4.7	3.4	4.1	3.6	2.3	2.9	0.0	0.6	0.3
Bureaucracy-Negative	3.6	4.6	4.1	3.0	2.9	2.9	2.4	0.0	1.2
Information Service-Negative	1.8	0.0	0.9	0.6	1.7	1.2	0.0	0.0	0.0
Mandates-Negative	5.9	12.0	9.0	1.8	4.6	3.2	0.0	0.0	0.0
Responsiveness-Negative	10.7	10.9	10.8	3.0	3.4	3.2	0.0	1.7	0.9
Fiscal-Negative	3.0	10.9	7.0	1.8	4.0	2.9	0.0	1.1	0.6
Education-Negative	5.3	2.9	4.1	0.0	0.6	0.3	0.0	0.0	0.0
Police-Negative	0.6	0.0	0.3	1.2	0.6	0.9	0.0	0.0	0.0
Planning-Negative	1.2	3.4	2.3	0.6	1.7	1.2	1.2	0.0	0.6
Welfare and Health-Negative	1.8	1.7	1.7	0.0	1.1	0.6	0.6	0.0	0.3
Revenue Sharing-Negative	0.0	0.6	0.3	0.0	0.0	0.0	0.6	0.0	0.0
Staffing or Training-Positive	0.0	0.6	0.3	0.0	0.0	0.0	0.6	0.0	0.3
Information Services-Positive	0.0	0.6	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Responsiveness-Positive	2.4	2.9	2.6	0.0	0.0	0.0	0.0	0.6	0.3
Fiscal-Positive	0.6	0.0	0.3	0.0	0.6	0.3	0.0	0.0	0.0
Education-Positive	0.6	1.1	0.9	0.0	0.0	0.0	0.0	0.0	0.0
Revenue Sharing-Positive	0.0	0.0	0.0	0.0	0.6	0.3	0.0	0.0	0.0
Mandates-Positive	0.6	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Police-Positive	0.6	0.0	0.3	0.0	0.0	0.6	0.0	0.0	0.0
Planning-Positive	0.6	0.0	0.3	1.2	0.0	0.0	0.0	0.0	0.0
Welfare and Health-Positive	0.6	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0

6. Do you have any comments about the federal government in relation to your community's needs?

	1st Choice			2nd Choice			3rd Choice		
Non-Answers	48.0	33.2	40.2	82.2	70.8	76.2	97.6	92.5	95.1
Satisfactory	4.7	10.9	7.8	0.0	0.6	0.3	0.0	0.0	0.0
Duplication-Negative	1.8	2.9	2.3	0.6	0.0	0.3	0.0	0.0	0.0
Staffing or Training-Negative	0.6	1.1	0.9	2.4	3.4	2.9	0.6	0.6	0.6
Bureaucracy-Negative	6.5	9.1	7.8	3.0	8.0	5.5	0.0	1.1	0.6
Information Services-Negative	0.6	4.0	2.3	0.0	0.6	0.0	0.0	0.0	0.0
Mandates-Negative	4.1	13.7	9.0	4.7	6.3	5.5	0.0	1.7	0.9
Responsiveness-Negative	5.9	9.1	7.6	0.6	1.7	1.2	0.0	0.0	0.0
Fiscal-Negative	7.7	4.0	5.8	2.4	2.3	2.3	0.0	2.9	1.7
Education-Negative	0.6	0.6	0.6	0.0	0.6	0.3	0.0	0.0	0.0
Planning-Negative	0.0	1.1	0.6	0.0	1.1	0.6	0.0	0.0	0.0
Welfare and Health-Negative	4.7	6.9	5.8	0.6	1.7	1.2	1.2	0.6	0.9
Revenue Sharing-Negative	1.8	1.1	1.5	0.6	1.1	0.9	0.0	0.6	0.3
Bureaucracy-Positive	0.0	0.6	0.3	0.0	0.0	0.6	0.0	0.0	0.0
Fiscal-Positive	0.6	1.1	0.9	1.2	0.0	0.0	0.0	0.0	0.0
Education-Positive	0.0	0.6	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Revenue Sharing-Positive	4.1	0.0	2.0	0.6	1.7	1.2	0.0	0.0	0.0
Duplication-Positive	0.6	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Information Services-Positive	0.6	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Mandates-Positive	0.6	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0
Responsiveness-Positive	2.4	0.0	1.2	0.0	0.0	0.0	0.0	0.0	0.0
Planning-Positive	1.2	0.0	0.6	0.0	0.0	0.0	0.0	0.0	0.0
Welfare and Health-Positive	3.0	0.0	1.5	1.8	0.0	0.9	0.0	0.0	0.0

IX. Priority Needs of the Community.

List the most important things you feel the town/county should do in order to improve the service to its citizens. Please list them in order of importance with the most important first.

	1st Choice			2nd Choice			3rd Choice			4th Choice			5th Choice		
Satisfied	2.4	1.1	1.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.1	0.0	0.0	0.0	0.0
Planning	5.3	8.0	6.7	3.6	2.3	2.9	4.1	5.1	4.7	1.8	2.3	2.0	0.6	1.7	1.2
Centralization of gov't facilities	0.6	2.9	1.7	2.4	2.9	2.6	0.0	1.1	0.6	0.0	0.0	0.0	0.0	0.6	0.3
Staffing - political	3.0	1.7	2.3	1.8	1.7	1.7	0.0	0.6	0.3	0.6	0.0	0.3	0.0	1.7	0.9
Operations	0.0	0.0	0.0	0.0	1.1	0.6	0.0	2.3	1.2	0.6	1.1	0.9	0.6	0.0	0.3
Staffing - professional	1.8	0.0	0.9	1.8	1.1	1.5	0.6	2.3	1.5	0.6	1.1	0.9	0.0	1.1	0.6
Involvement - distance	3.0	4.0	3.5	2.4	1.7	2.0	1.8	1.1	1.5	1.2	1.1	1.2	0.0	1.1	0.6
Fiscal	1.2	2.3	1.7	3.0	7.1	2.0	1.2	4.0	2.6	1.8	3.4	2.6	0.6	1.1	0.9
Intergov'tal coord^{n} and coop^{n}	0.6	1.1	0.9	1.2	1.7	1.5	0.6	0.6	0.6	0.6	1.7	1.2	0.6	0.0	0.3
Organization/structure/management	1.2	0.6	0.9	1.8	0.6	1.2	0.6	0.0	0.3	0.6	2.9	1.7	0.6	1.7	1.2
Citizen relations	0.6	1.1	0.9	1.2	1.7	1.5	1.2	0.0	0.6	0.0	2.3	1.2	0.6	0.0	0.3
Public safety	3.6	4.6	4.1	2.4	4.0	3.2	2.4	7.4	4.9	1.8	2.3	2.0	1.2	0.6	0.9
Engineering and public works	29.6	16.0	22.7	11.8	13.7	12.8	8.9	6.3	7.6	5.9	4.0	4.9	1.2	2.3	1.7
Health and welfare	3.6	4.6	4.1	7.1	11.4	9.3	7.1	5.7	6.4	0.0	8.0	4.1	2.4	4.6	3.5
Transportation	1.2	0.6	0.9	1.8	0.0	0.9	1.8	1.7	1.7	3.6	1.1	2.3	0.0	0.0	0.0
Education	7.7	16.6	12.2	8.9	8.0	8.4	5.3	8.6	7.0	2.4	4.6	3.5	2.4	2.9	2.6
Culture	0.0	0.6	0.3	1.2	2.9	2.0	0.6	1.7	1.2	0.6	1.7	1.2	1.2	1.7	1.5
Industrial development	10.1	24.6	17.4	10.7	15.4	13.1	14.8	10.3	12.5	4.7	3.4	4.1	0.6	3.4	2.0
Housing	5.3	1.7	3.5	6.5	2.3	4.4	4.7	6.3	5.5	1.8	3.4	2.6	0.0	2.3	1.2
Business development	4.1	0.0	2.0	5.9	4.0	4.9	4.7	2.3	3.5	5.9	5.1	5.5	0.6	1.1	0.9
Recreation	11.8	7.4	9.6	13.0	16.6	14.8	11.2	15.4	13.4	12.4	11.4	11.9	2.4	5.1	3.8
Tourist development	0.6	0.0	0.3	1.2	1.1	1.2	2.4	1.7	2.0	1.2	0.0	0.6	1.8	1.1	1.5
Promotion of area	1.8	0.0	0.9	2.4	0.6	1.5	3.6	0.6	2.0	1.2	1.1	1.2	0.6	0.6	0.6
Agriculture/mining/fishing	1.2	0.6	0.3	0.6	0.0	0.3	0.6	1.1	0.6	0.0	1.1	0.6	0.6	1.7	1.2

X. Personal Information

The following information, as all information gathered in this survey, will be kept confidential. All responses will be reported in the aggregate, therefore, individual responses cannot be identified. This information will be useful to our understanding of local government problems.

1. Race

T	C	TC	
87.0	76.0	81.4	( )White
13.0	24.0	18.0	( )Black
0.0	0.0	0.0	( )Other

2. Sex

75.7	79.4	77.6	( )Male
24.3	20.6	22.4	( )Female

3. Age

2.4	2.9	2.6	( )Under 20 years
10.1	10.9	10.5	( )21-30 years
18.9	14.3	16.6	( )31-40 years
27.2	23.4	25.3	( )41-50 years
23.7	28.0	25.9	( )51-60 years
17.8	20.6	19.2	( )Over 60 years

4. Education

4.7	3.4	4.1	( )Less than high school graduate
12.4	20.0	16.3	( )High school graduate
4.7	2.3	3.5	( )Vocational/Business school
19.5	16.6	18.0	( )Some college
24.9	20.0	22.4	( )College graduate
33.7	37.7	35.8	( )Post graduate work

5. Annual pre-tax income

T	C	TC	
5.3	2.3	3.8	( )Under $4,999
4.7	9.7	7.3	( )$5,000-$9,999
21.9	16.0	18.9	( )$10,000-$14,999
21.3	17.1	19.2	( )$15,000-$19,999
17.2	21.1	19.2	( )$20,000-$29,999
29.6	33.1	31.4	( )$30,000 and over
0.0	0.6	0.3	( )No answer

6. How many years have you lived in this town/county?

			Year
1.8	0.6	1.2	0 - 1
6.5	5.7	6.1	2 - 3
6.6	9.2	7.8	4 - 6
11.9	1.7	6.7	7 - 10
8.2	5.7	7.0	11 - 15
8.4	5.2	6.8	16 - 20
14.2	19.9	19.2	21 - 30
24.3	27.4	25.6	31 - 50
30.7	24.6	22.7	over 50

APPENDIX C

Summated Indices of Dependent Variables

Table C.1. Dependent variables: summated indices for local officials

Dependent Variables	Items	$\bar{r}$	Loading*
Local governmental needs	Sharing equipment	0.31	0.75
	Capital project feasibility	0.45	0.88
	What service to provide	0.62	0.90
	What kind of program	0.53	0.86
	Physical facility-use and cost	0.47	0.77
	Cost and revenue projections	0.47	0.70
	Manpower needs projections	0.47	0.70
	Environmental impact studies	0.36	0.51
	Data use in decision making	0.29	0.57
	Reliability Coefficient = 0.88		
Personnel problems	Training programs	0.38	0.54
	Physical attractions	0.43	0.64
	Cultural attractions	0.42	0.71
	Availability of services	0.40	0.51
	Retirement benefits	0.39	0.81
	Other benefits	0.43	0.79
	Reliability Coefficient = 0.81		
Impressions of state assistance	Health assistance	0.31	0.72
	Education	0.32	0.74
	Welfare	0.31	0.75
	Housing	0.25	0.70
	Equipment	0.30	0.68
	Recreation	0.26	0.81
	Water and sewerage	0.22	0.70
	Conservation and land use	0.25	0.73
	Disaster	0.31	0.70
	Reliability Coefficient = 0.78		

*PA2, final common, factor loading (Nie, et al., 1975)

Table C.1. (continued)

Dependent Variables	Items	$\bar{r}$	Loading*
Impressions of federal assistance	Health	0.30	0.66
	Education	0.24	0.67
	Welfare	0.26	0.65
	Highway and transportation	0.30	0.56
	Planning	0.27	0.73
	Water and sewerage	0.26	0.77
	Pollution control	0.28	0.73
	Economic development	0.25	0.72
	Conservation and land use	0.23	0.71
	Personnel and training	0.22	0.66
	Reliability Coefficient = 0.78		
Need for outside assistance	Capital project feasibility	0.50	0.83
	What service to provide	0.50	0.88
	What kind of program	0.49	0.82
	Physical facility--use and cost	0.38	0.77
	Cost and revenue projections	0.50	0.69
	Manpower needs projections	0.43	0.69
	Evaluation of recommendations	0.44	0.79
	Budget — capital improvement	0.40	0.77
	Relating to plan	0.44	0.74
	Updating long range plan	0.36	0.65
	Establishing fringe benefits	0.38	0.56
	Reliability Coefficient = 0.89		

*PA2, final common, factor loading (Nie, 1975).

Table C.2. Dependent variables: summated indices for community leaders

Dependent Variables	Items	$\bar{r}$
Evaluation of education services	Elementary school program	0.50
	Intermediate school program	0.49
	High school program	0.49
	Adult education opportunities	0.40
	Special education for mentally handicapped	0.45
	Special education for physically handicapped	0.43
	Alpha = 0.836	
Evaluation of community development	Encourage development of apartments	0.34
	Encourage development of townhouses	0.34
	Encourage development of single family dwellings	0.34
	Encourage development of industrial parks	0.31
	Restoration of downtown areas	0.31
	Alpha = 0.750	
Evaluation of community assistance	Assistance to elderly	0.47
	Assistance to poor	0.41
	Assistance to physically handicapped	0.51
	Assistance to mentally handicapped	0.51
	Alpha = 0.786	
Evaluation of planning activities	Long range planning	0.47
	Zoning	0.59
	Subdivisions	0.59
	Alpha = 0.787	

Table C.2. (continued)

Dependent Variables	Items	$\bar{r}$
Evaluation of protection services	Frequency of police patrols	0.27
	Police response to calls	0.33
	Police response time	0.33
	Police courtesy	0.33
	Quickness of fire departments response	0.29
	Response time of fire department	0.27
	Impressions of fire department services	0.30
	Quickness of rescue squad	0.31
	Response time of rescue squad	0.26
	Impressions of rescue squad services	0.27
	Alpha = 0.829	
Evaluation of access to health care	Ease of access to medical services	0.52
	Ease of access to dental services	0.52
	Alpha = 0.870	
Evaluation of community services	Assistance provided to the elderly	0.30
	Assistance provided to the poor	0.28
	Assistance provided to the physically handicapped	0.31
	Assistance provided to the mentally handicapped	0.34
	Public transportation	0.27
	Park facilities	0.29
	Recreation facilities	0.29
	Alpha = 0.832	

APPENDIX D

Sources of Revenue For Local Governments
In Virginia

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Sources Of Revenue For Local Governments in Virginia*

Local

- Real estate taxes
  Largest source of revenue. Assessments are made by the Commissioner of Revenue. Tax levy is set by local governing body.
- Personal property tax
  Rate set by local governing body—no limit set by state.
- Machinery and tool tax
  Rate cannot exceed the rate imposed upon the tangible personal property in the locality. Rates set by local governing body.
- Motor vehicle license
  Amount charged by the locality cannot exceed the rates charged by the state for regular vehicle license plates.
- Business and professional licenses
  If ordinance is not in effect January 1, 1964, localities cannot enact licenses on wholesale businesses and rates cannot be higher than those in effect January 1, 1964. On professional and retail businesses, rate is set by local governing board.
- Utilities gross receipts tax
  Localities may charge a rate of ½ of 1 percent.
- Consumers' utility tax
  A percentage tax is added to a consumer's utility bill. State sets a maximum percentage that can be charged.
- Other:
  (a) Building permit fees
  (b) Fines and costs
  (c) Bank stock tax and/or recordation tax
  (d) Pet licenses
  (e) Utility fees
  (f) Parking meters
  (g) Special assessments e.g., sidewalks, recreation facilities
  (h) Interest on savings

Intergovernmental

- State ABC profits distribution
  State distributes the annual profits of the Alcoholic Beverage Control System to localities based on the most recent decennial census reported by the U.S. Bureau of Census.
- General retail sales tax
  Governing board may levy a general retail sales tax at the rate of one percent which is collected and remitted by merchants to the State Department of Taxation.
- Remittance of state sales tax
  One-cent sales tax collected by the state is returned to localities for maintenance, operation, capital outlays, debt and increased payments, or other expenses incurred in the operation of free schools, which shall be considered as funds raised from local resources based on census of school age population.
- Basic state aid for education and special education related items
  Based on needs formula.
- Part payment by state of office expenses and salaries of county constitutional offices (not available to towns).
- State reimbursement for jail expenses
  Depends on the ratio of prisoners housed for the state to total number of prisoners housed each month.
- State gasoline tax refunds.
- Federal general revenue sharing.

*Virginia Municipal League, et al., 1972

- Federal payments in lieu of taxes on timber sales from national forests located in jurisdiction.
- Federal payments under the Federal Elementary and Secondary Education Act.
- Special purpose federal and state funds, grants and loans for which localities may qualify.

Bonds

- General Obligation Bonds—repaid from local government revenues. Must be approved by ⅔ of local governing body and by popular referendum. State sets a debt limit based on a percentage of the total taxable value of real estate in the jurisdiction.
- Revenue Bonds—repaid from user fees obtained from the facility or service for which bonds were issued. Must be approved by ⅔ of governing body; however, no debt limit is set by the state.
- Revenue/General Obligation Bonds—when revenues from the specific services for which revenue bonds were issued are insufficient to cover payments, the bonds become general obligations. Must be approved by ⅔ of governing body; however, no debt limit is set by the state.

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